EMPLOYMENT INSURANCE

2000 Monitoring and Assessment Report

Human Resources Development Canada
Développement des ressources humaines Canada

Canada

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Canada Employment Insurance Commission
Commission de l'assurance-emploi du Canada

December 2000

The Honourable Jane Stewart
Human Resources Development Canada
Place du Portage, Phase IV
140 Promenade du Portage
Hull, Quebec
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Dear Minister Stewart:

We are pleased to present the 2000 Employment Insurance Monitoring and Assessment Report, the fourth in a series of five annual reports to be submitted to the Minister of Human Resources Development by the Canada Employment Insurance Commission under Section 3 of the *Employment Insurance Act*.

This fourth report focuses on the period April 1, 1999 to March 31, 2000 – the third full fiscal year the Employment Insurance system was in place. The report presents a detailed analysis of what is known so far about the impact of the 1996 Employment Insurance reform on income benefits as well as the new employment benefits and support measures. It compares results for 1999/00 to 1998/99. In this context, trends for the periods between 1995/96 and 1997/98 and 1997/98 to 1998/99 identified in the 1999 Monitoring and Assessment Report are also discussed. In addition, the report provides updates on improvements in program administration; community adjustment; and savings realized during the period under review.

You should note that our findings on the impact of Employment Insurance reform for this period are still somewhat incomplete. For example, as it takes several months following the end of a claim before administrative information is available for analysis, the information about claims that started in the latter part of 1999/00 will only be available later. In addition, information on measures such as the benefit repayment provision comes via the tax system, therefore the most recent information on this provision was for 1998.

We trust that you will find the report informative.

Claire M. Morris
Chairperson

Anthony Wohlfarth
Commissioner for Workers

Jim Lahey
Vice-Chairperson

Peter Doyle
Commissioner for Employers

Canada

Employment Insurance
2000 Monitoring and Assessment Report

Submitted to:

The Minister of Human Resources Development Canada

December 22, 2000

By:

The Canada Employment Insurance Commission

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Introduction

The Employment Insurance (EI) program, introduced in July 1996 and January 1997, was the most fundamental restructuring of the Unemployment Insurance program in 25 years. That is why the Government of Canada included a legislative requirement for the Canada Employment Insurance Commission to monitor and assess the impacts of the reform in a series of five reports between the years 1997 and 2001. This is the fourth Employment Insurance Monitoring and Assessment Report and it focuses on the period April 1, 1999 to March 31, 2000 – the third full fiscal year the Employment Insurance system has been in place.[1]

Chapter 1 sets the context for the results by providing an overview of the Canadian labour market and briefly reviewing the history of the program. The results for income benefits are described in Chapter 2. The support provided to unemployed workers through active re-employment measures, known as Employment Benefits and Support Measures (EBSMs), is discussed in Chapter 3. Chapter 4 provides an overview of program administration including financing and quality service initiatives. In Chapter 5, findings are summarized and conclusions are drawn on how individuals, communities and the economy are adjusting to the changes.

I. CANADA EMPLOYMENT INSURANCE COMMISSION

The Canada Employment Insurance Commission has four members who represent the interests of government, workers and employers. The Chairperson and Vice-Chairperson (the Deputy Minister and Associate Deputy Minister of Human Resources Development Canada) represent the interests of the federal government. The Commissioners for Workers and Employers represent the interests of workers and employers, respectively. Among its other responsibilities, the Commission has been assigned the legislated mandate to monitor and assess the impacts of EI reform and to provide a report to the Minister by December 31 each year. This report is to be tabled by the Minister in Parliament.

The 1996 reforms were far-reaching, affecting the fundamental design of the program. The monitoring and assessment process helps provide a broader understanding of the changes implemented. The report developed by the Commission, on the impact of these reforms on individuals, communities and the economy, also helps contribute to the evolution of the program by providing feedback on how EI interacts with the labour market and society.

[1] The Monitoring and Assessment Report makes use of many sources of information in analyzing the effects of the changes introduced under Employment Insurance. In addition to Human Resources Development Canada (HRDC) administrative data, Canadian Out-of-Employment Panel (COEP) studies and information from Statistics Canada, evaluation studies that are funded by HRDC are also discussed. This report includes references to evaluation studies on Part II benefits of the *Employment Insurance Act*.

II. LEGISLATED MANDATE

Specifically, Section 3(1) of the *Employment Insurance Act* states that:

"The Commission shall monitor and assess:

(a) how individuals, communities and the economy are adjusting to the changes made by this Act to the insurance and employment assistance programs under the *Unemployment Insurance Act*;

(b) whether the savings expected as a result of the changes made by this Act are being realized; and

(c) the effectiveness of the benefits and other assistance provided under this Act, including

(i) how the benefits and assistance are utilized by employees and employers; and

(ii) the effect of the benefits and assistance on the obligation of claimants to be available for and to seek employment and on the efforts of employers to maintain a stable workforce."

Executive Summary

I. CANADIAN LABOUR MARKET

The Canadian labour market continued to perform strongly in 1999/00, surpassing the solid performance of 1998/99. During the period covered by this report, the economy generated more job growth than in any fiscal year since 1987/88.[1] Employment grew by 2.8%, translating into over 400,000 new jobs. Employment gains during the reporting period were concentrated in full-time positions and 90% of job growth occurred in paid employment, the type of work that is insured under Employment Insurance (EI).

The unemployment rate in March 2000 was 6.8%, the lowest level since April 1976. Unemployment fell for men and women, for youth and for older workers. Unemployment rates also fell in all provinces, with the exception of Manitoba, and for most industry groups. Declines in unemployment were evident in all but 10 of the 54 EI regions.

Several factors driving the change in the labour market during 1999/00 are noted:

- The labour market was very dynamic with 5.4 million individuals hired and 5 million individuals leaving jobs in 1999/00.
- Employment growth in 1999/00 was slightly higher for men (2.9%) than for women (2.6%). This is a different pattern than was noted in previous reports when women's employment growth exceeded that of men. The growth in employment for men can be attributed to above average growth in industries where they tend to be highly represented such as construction and manufacturing.
- The labour market situation also continued to improve for women. Women's unemployment rate was at its lowest since 1976. While women continue to be more likely than men to be part-time workers, their employment growth in 1999/00 was concentrated in full-time jobs. Growth in part-time employment for women decreased slightly over the reporting period.
- With a growth rate of 4.3%, 1999/00 was also an exceptional year for youth employment.[2] In contrast to previous years, their new jobs were concentrated in full-time positions (87%).
- The link between education and employment continues to be a critical factor in labour market success. University graduates experienced employment growth of 5.3% compared to 0.3% for those who didn't complete high school. The relationship between education and employment is particularly important for women, as they outnumber men in post-secondary institutions and are more likely than men to graduate.

II. INCOME BENEFITS

As a result of a strong labour market, the total number of new claims for EI decreased by 121,150 or 6.6% and total income benefits paid fell by 7.4%. The breakdown by type of benefit is as follows:

- regular benefits claims fell by 8.5% to 1.36 million claims;
- fishing benefits claims dropped 2.5% to 25,438 claims; and
- special benefits[3] claims increased by 3.1% to 401,410 claims.

[1] Unless otherwise stated, the period analysed in this report is April 1, 1999 to March 31, 2000.

[2] Youth are aged 15-24.

[3] Special benefits include sickness, maternity and parental benefits.

In terms of total benefits paid, the distribution is as follows:

- regular benefits paid declined by 9.4% to $7.0 billion;
- fishing benefits paid remained relatively stable at $217.0 million; and
- special benefits paid rose by 3.3% to $1.7 billion.

Regular benefits claims filed by **men** declined by 11.0% in 1999/00 compared to a drop of 4.7% for **women**. In the previous two reports, women's claims had been dropping more quickly than men's claims. This was partly attributed to the lower likelihood of women being employed in seasonal industries and to higher growth in industries such as health and education where they tend to be highly represented. In this reporting period the steeper decline in new claims for men was traced to strong growth and declines in claims for industries where men tend to be highly represented such as manufacturing and construction. Strong employment growth for **youth** also resulted in a decline in regular claims by youth of 9.4%. The decline in new claims by youth can be attributed to the strong full-time employment growth noted earlier.

While employment growth fuelled the downward trend in regular benefits, total **special benefits** paid increased for both men and women and across all age groups. Three-quarters of all claimants of special benefits were women and they accounted for 95% of biological parental benefits claimants and 88% of adoptive parental benefits claimants. Women also represented 60% of sickness benefits claimants.

In last year's report, a commitment was made to assess the reasons for the increase in **sickness benefits** claims. In reviewing historical labour market data, it was found that in a period of strong employment growth, the volume of sickness claims tends to rise, as more people become eligible for EI. A number of other factors contributing to the growth in sickness claims were also identified such as the increased use of sickness claims in combination with maternity/parental claims, year-to-year volatility and an increase in "short-term" sickness claims. The use of sickness benefits will continue to be monitored and assessed in future reports.

Several **elements of EI** were found to be operating as anticipated. For example:

- The switch to an **hours-based system** was designed to better reflect changing labour market realities and to provide more equitable treatment of claimants with different work patterns. Results show that the average entitlement period for all claimants has remained largely unchanged since the implementation of the hours-based system, although the distribution was not even. Entitlement increased for men and decreased slightly for women and youth. Results also indicate that access and entitlement have improved for multiple jobholders.
- The **divisor** rule was designed to encourage greater labour force attachment. Results indicate that this provision has been effective. Only about 2% of claimants nationally failed to get the full two weeks of work over the minimum entrance requirement to maximize benefits for which they are eligible. While these results are encouraging, it is important to note that stronger economic growth has increased the probability of being able to find additional work.
- Results related to the **Family Supplement** continue to show that this provision is providing higher levels of benefits to claimants in low-income families with children and that it is better targeted than

the dependency provisions under Unemployment Insurance (UI). During the period, Family Supplement payments increased by 10% to $161.2 million. As in past years, nearly two-thirds of Family Supplement payments were made to women, despite the fact that they accounted for less than half of all EI claims.

- Another key part of EI is **first dollar coverage**. Results indicate that this approach has been effective in improving coverage for workers with low incomes. The number of people receiving benefits with $5,000 or less of insurable income has increased significantly and have more than doubled from implementation to 1998/99.

- **Premium refunds** are also working as intended. A total of 838,620 individuals with $2,000 or less of insured earnings received a premium refund in 1998, 21% more than in 1997. Total refunds were nearly $23 million, an increase of 17% from 1997. Of those receiving the refund, 58% were women, 45% were under the age of 25 and another 35% were between the ages of 25 and 44.

As part of the ongoing commitment to study the impact of EI on **communities,** a focus was put on how the rules of EI are adjusted to reflect local labour market conditions. Overall, the results of this work indicated that the entrance requirements and maximum entitlement periods adjusted well to local labour market realities. The average amount of entitlement used by EI claimants before returning to work rarely exceeded 70%. While these results have been achieved in the context of a strong national economy, it should be noted that 12 of the 14 communities examined had unemployment rates in excess of 10% in 1999/00.

The growing impact of the **intensity rule** and the benefit repayment provisions was also analysed. Results for the intensity rule indicated that it affected 43.7% of all regular and fishing claims in 1999/00, up from 35.2% in 1998/99. The impact of the intensity rule was highest in the Atlantic provinces, in the Yukon and in Quebec, suggesting that its effects were greatest where seasonal employment makes up a large proportion of the local jobs.

More than two-thirds of all claimants affected by the intensity rule were men, reflecting the fact that men are more likely than women to be repeat claimants and work in industries where seasonal work is more predominant.

As anticipated, the number of people affected by the **benefit repayment provisions** (clawback) also increased significantly over the reporting period. The number of claimants affected by the benefit repayment provision increased by 45% and the amount of benefits repaid increased by 76%. Once again, the largest increases in affected claimants were in the Atlantic provinces and in Quebec. In terms of the total amount of benefits repaid, the greatest increase was in Nova Scotia (143.7%), followed by Prince Edward Island (143.1%) and New Brunswick (132.3%).

In previous reports it was noted that the results for **frequent claimants** were difficult to assess. The analysis in this report continues to show that those elements of EI reform designed to discourage frequent use, such as the intensity rule and benefit repayment provisions, are having an increasingly more significant impact on the benefits paid to these claimants. At the same time though, their rate of participation in the program remained relatively stable at just under 40%. To understand the results more fully, the results for frequent claims were examined more closely. It was found that non-seasonal frequent claims fell much more steeply (-18.4%) than seasonal frequent claims (-6.5%). This is important because it suggests that the nature of seasonal work and the lack

of other employment opportunities in the "off-season" means seasonal workers may continue to access the program even in a period of strong employment growth. These results also indicate that providing passive income support through EI can only be one response to issues faced by seasonal workers. There is also a need to build community capacity and stimulate local economies to provide sustainable alternatives to seasonal work.[4]

As noted in past years, **fishing benefits** are also difficult to assess. It was found that changes in fishing benefits are tied to changes in the value of resources harvested because eligibility for fishers is based on insured earnings instead of insured hours of work. While fishers can qualify for benefits with a minimum of between $2,500 and $4,199 in insured earnings, results for this reporting period show that virtually all claimants enter the system with $5,000 or more of earnings. As noted in past years, these results suggest that earnings-based entry requirements may be too low given the level of revenues in the fishery.

The continuing impact of the eligibility requirements for **new entrants and re-entrants** has also been noted. For youth, this element of the program was working as expected. By raising the number of hours it takes for youth to qualify for regular benefits, these provisions are encouraging stronger labour force attachment. However, the higher earnings-based thresholds for new entrants and re-entrants to the fishery are more difficult to assess. Results for fishing benefits indicate that an important consequence of the relatively low earnings-based entry requirements is that new entrants and re-entrants to the fishery may be qualifying for benefits without difficulty. The higher eligibility requirements for new entrants and re-entrants also continue to have an impact on women because they are more likely than men to move in and out of the labour market and more likely to have not worked in the past year. As a result, they are more likely than men to be subject to these provisions.

Ongoing analysis of the **small weeks** pilot project confirms that it enables a significant number of workers to collect higher benefits and maintain a greater attachment to the labour market. Results indicate that 12.9% of all claims established in participating EI regions included small weeks. The average benefit of participants was $211, about $18 or 9.2% more than they would have received without the project. As in past years, women were almost twice as likely as men to file claims with small weeks.

Some components of EI reform were designed to produce **savings** while still providing adequate support to the unemployed. Once again, the analysis focuses on the incremental savings to regular benefits from the maturing of the Maximum Insurable Earnings freeze, the intensity rule, as well as the benefit repayment provisions, offset by increased costs of the Family Supplement. Results indicate that the maturing of these reform elements reduced program costs by $93 million over the reporting period. Payments to men were reduced by $77 million and payments to women were reduced by $16 million. This represents a reduction of 1.4% in EI payments to men and 0.4% to women. The benefit repayment provisions produced incremental savings of $44 million in 1998, the last year for which tax data is available. Savings were also gained through Group Information Services (GIS). While the main goal of GIS is communicating with clients, failure to attend can lead to loss of benefits. For instance, a person may have started back to work and not told the Department, may be out of the country, or not willing to actively look for work. In 1999/00, this led to savings of

[4] This is also a conclusion supported by the Forum of Labour Market Ministers (FLMM) in its draft report prepared by the FLMM Working Group on Seasonal Workers, 2000.

$146.6 million. Finally, savings arising from Investigation and Control efforts amounted to $573 million.

Improving the **quality of service** to employees and employers was also an objective of EI reform. New initiatives include the implementation of a national Quality Management Policy. This policy focuses on continuous improvement in the quality of EI service delivery and involves a review of the existing performance measurement system. It also involves the development of an approach to performance measurement, focusing on balancing speed and quality of service. In addition, emphasis continued to be placed on administrative simplicity for employers through improvements to the Record of Employment and reductions in the number of follow-up calls. Workers benefited from the efforts of Public Liaison Officers, delivery of Group Information Sessions and improved telephone services.

In keeping with the ongoing commitment to study the **coverage** of EI, analysis on coverage of the *employed* population is introduced in this report. This analysis indicates that 88% of paid employees would have been eligible to collect EI if they had lost their job. As in past years, results relating to coverage of the *unemployed* population are also discussed. Employment Insurance Coverage Survey results indicate that 80% of those for whom the program was designed were actually eligible to receive benefits in 1999. The broadest measure of coverage (the beneficiary to unemployed ratio or B/U ratio) was 45%. This measure includes everyone who is unemployed, including unemployed individuals for whom the program is not designed. The results for coverage of the unemployed population are unchanged over the past two reporting periods.

III. EMPLOYMENT BENEFITS AND SUPPORT MEASURES

EI reform places an emphasis on getting people back to work through active employment provisions called Employment Benefits and Support Measures (EBSMs). EBSMs emphasize effectiveness, results, accountability, and local decision-making. Partnerships with the provinces and territories established through **Labour Market Development Agreements** (LMDAs) allow EBSMs to be adjusted to meet the needs of local labour markets. The federal government has concluded LMDAs with all provinces and territories except Ontario.

In 1999/00, about 4% fewer **clients** participated in EBSMs than in the previous year, but on average each client participated in more interventions. The slower rate of decline in EBSM clients in comparison to regular beneficiaries can be traced to increasing participation of clients who received services but not income benefits. There are indications that strong labour market performance over the period may have enabled a focus on individuals who remained unemployed for an extended period of time.

Results indicate that nearly 300,000 EBSM clients returned to work in 1999/00. This represents an increase of 10% over 1998/99. Had these claimants not returned to work, an additional $938.5 million of EI benefits would have been paid.

A changing mix in the use of long-term versus short-term interventions indicates some fine-tuning of the approach to client service at the local level. Data for 1999/00 indicate that about 66% of interventions were short-term and about 33% were long-term. As in past years, the mix of short- and long-term interventions differed across provinces and territories. This is to be expected since the LMDAs were designed to allow the flexibility necessary to meet client needs at the local level.

Women's share of EBSMs increased slightly in 1999/00, now representing nearly half of all interventions. Women's participation increased for short-term interventions but remained relatively stable for long-term interventions. The representation of persons with disabilities in EBSMs also increased as did that of visible minorities. Participation by Aboriginal peoples remained unchanged in 1999/00. Overall, the results for designated groups indicate that continued effort is needed to ensure that members of designated groups are more adequately represented in EBSMs. The participation of designated groups in EBSMs will continue to be monitored and assessed in future reports.

There are some indications that access to programs and services is more difficult in rural and remote communities where distance and market size pose a challenge to service delivery. Access is also an issue for those Canadians whose first language is neither French nor English as well as for those that have a low level of education.

Overall, results indicate that EBSMs are effective in the short term. Satisfaction levels with EBSMs are relatively high. Over three-quarters of participants rated service as good or excellent, while only one in ten expressed dissatisfaction. Results also support the view that programs and services are, for the most part, adaptable to the needs of Canadians. In general, the programs and services offered by different levels of government are flexible enough to meet local needs and complementary in their approaches.

IV. SUMMING UP

The EI program continues to be implemented in the context of an exceptionally strong economy and labour market. The decline in new claims and reduced participation in EBSMs reflect the fact that fewer Canadians need to access the EI program. However, it is important to note that not all regions and communities share equally in the prosperity. Results show that EI remains an important program for working Canadians and their families. Overall, the EI program is continuing to meet its primary objectives of providing temporary income support to people who lose their jobs and helping them return to work. The program also provides support to those who need to leave paid employment to take care of newborn or adopted children. We will continue to monitor and assess the impacts of the EI reforms as the new features mature, including the new special benefit changes effective December 31, 2000.

Chapter 1 – Context

This chapter provides a context in which the Employment Insurance (EI) reforms of 1996 can be assessed. In the first section of the chapter, key labour market changes for the period under review are noted, and in the second section the historical legislative context is briefly described.

I. LABOUR MARKET CONTEXT

Canada's labour market performance continued to improve during 1999/00, when the economy generated more net job growth than any fiscal year since 1987/88.[1] During this period, average weekly wages rose 1.4%, the participation rate increased 0.4% and the number of employed grew by 400,000 (2.8%), from 14.24 million in 1998/99 to 14.64 million in 1999/00. Almost all employment gains were in full-time employment, with more than 90% of these gains in paid employment and about 10% in self-employment. This is significant because paid employment is insured under EI whereas self-employment is not.

Strong employment growth led to a significant reduction in the national unemployment rate. Overall, the average unemployment rate fell to 7.3% in 1999/00 from 8.1% one year earlier. The reduction in unemployment from the beginning to the end of the reporting period is also important to note. In April 1999, the unemployment rate stood at 7.9%. However, as shown in Chart 1, by March 2000, the unemployment rate had declined to 6.8% (1.15 million people were unemployed), the lowest rate since April 1976. The unemployment rate for men was 6.9% in March 2000, down from 8.2% one year earlier, the lowest rate of unemployment since 1981. For women, the unemployment rate fell from 7.5% to 6.7% in March 2000, the lowest rate of unemployment since 1976. Similarly, the unemployment rate for youth was 13%, down from 14.2% one year earlier, the lowest rate of youth unemployment since 1990.

Chart 1: Economic Context since EI Reform

Source: Statistics Canada, Labour Force Survey

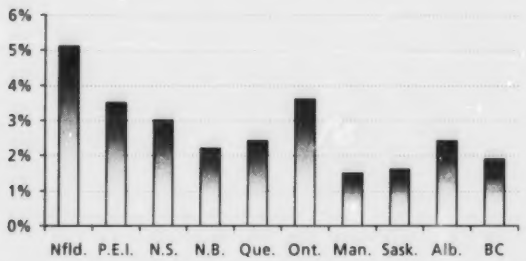
The substantial decline in the unemployment rate for women is particularly significant because it has been combined with a continued long-term increase in women's participation in the labour market. Indeed, the number of women participating in the labour market has almost doubled since 1976 and their participation rate rose from 45.7% in 1976 to nearly 60% in 2000. Over the same period, the men's participation rate declined from about 78% in 1976 to 73% in 2000. As a result of strong employment growth, the unemployment rate also declined in every province with the exception of Manitoba, where the unemployment rate increased from 5.5% to 5.6%. The largest declines were in New Brunswick (from 11.8% to 9.8%), Prince Edward Island (from 14.5% to 13.3%) and Quebec (from 10.1% to 8.9%). Declines in unemployment were

[1] Unless otherwise noted, the period analysed in this report is from April 1, 1999 to March 31, 2000. It is also important to note that employment growth figures are year-over-year averages for 1998/00 to 1999/00. The Labour Force Survey (LFS) underwent extensive revisions in January 2000 to reflect important changes to the way in which labour market data are produced. As a result, all LFS estimates have been revised back to January 1976. For more information on these revisions, please refer to "Improvements in 2000 to the LFS" at Statistics Canada's Web site (www.statcan.ca).

also widespread across the EI regions. Only 10 of the 54 EI regions had higher unemployment rates in 1999/00 than in 1998/99, and no regional rate rose more than half of a percentage point.[2]

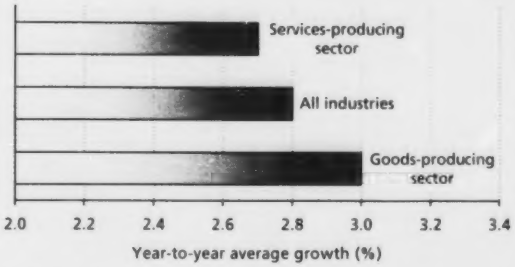
As shown in Chart 2, at the provincial level, Newfoundland/Labrador led the way with employment growth of 5.1%, while Ontario, Prince Edward Island and Nova Scotia experienced above-average gains (3.6%, 3.5%, and 3.0% respectively). The Western provinces exhibited slightly lower rates of employment growth, reflecting continued weakness in some primary industries. Manitoba had the lowest rate of employment growth at 1.5%.

Chart 2: Employment Growth By Province



Employment growth was also strong across most industrial groupings. Employment in the goods-producing industries registered an increase of 3.0% (refer to Chart 3), with strong growth recorded in construction and manufacturing. The strong labour market performance can be linked to rapid increases in business investment and consumer demand, combined with strong economic growth in the United States that boosted exports. As a result of continuing weak commodity prices, employment in the primary sectors declined (agriculture and forestry, fishing, mining, oil and gas).

Chart 3: Employment Growth by Sector



In the services-producing industries, employment increased by 2.7%. Employment in transportation and warehousing showed strong increases that can be linked to the manufacturing growth noted earlier. Other industries such as management and administrative services, professional, scientific and technical services, educational services, and trade also experienced above-average growth. Employment in the health care and social services grouping also increased.

While both men and women and all age groups benefited from strong employment growth, the picture was particularly positive for youth (age 15 to 24) and older workers (55 and over). After declining throughout most of the 1990s, employment for youth has grown strongly since the middle of 1997. Employment growth for youth during the reporting period was 4.3%. This reflects the strong performance of the retail trade and accommodation, food and beverage sectors, as roughly 45% of youth employment are in these two industrial groupings. It is also important to note that 86.7% of the new jobs created for youth were full-time positions whereas in 1998/99 new full-time jobs accounted for 50% of the total. The recent strengthening of job creation has also been evident among people aged 55 or more. Employment growth for this group was 6.3%, more than double the national average.

[2] Please note that the figures used in this analysis are based on fiscal year averages. The figures in Annex 2.1 are three-month average seasonally adjusted unemployment rates provided by Statistics Canada for EI purposes.

Employment for women increased by 2.6%, which was slightly lower than that of men (2.9%). Men's employment growth can be linked to the above-average growth found in industries where men tend to be highly represented such as construction and manufacturing. Similarly, employment growth for women can be linked to sectors where they are more highly represented, such as wholesale and retail trade and health care and social services. As noted in previous reports, the differing patterns of employment growth for men and women are important because women's employment growth is concentrated in non-seasonal industries and sectors where EI use is much less frequent. Although women continue to be more likely to be part-time workers than men, women's full-time employment growth in 1999/00 was 4.0% and part-time work decreased by almost 1%.

It is important to note the reasons why people became unemployed during the reporting period given that EI is designed to insure only certain types of job loss. As employment prospects have improved, fewer people are being laid off. The share of laid-off workers among total unemployed accounted for 50.6% of the unemployed in 1995/96, and decreased to 47.2% in 1999/00. This is significant because EI is designed to provide assistance to workers in this situation. About a third of the unemployed (33.9%) were people who had never worked or who had not worked in the past year,[3] and 18.9% of the unemployed voluntarily quit their jobs. These figures are significant because over half of the individuals who are classified as unemployed represent groups that EI is not designed to cover. It is also important to note that the reasons for voluntarily leaving work are different for women and youth than for men. For example, about 72% of youth left paid employment in 1999/00 to return to school, while 15% of women did so for family reasons (a proportion substantially higher than the 3% recorded for men).[4]

The dynamic nature of the labour market is reflected in the large number of transitions Canadians made in and out of the job market over the past year. Indeed, about 5.4 million Canadians were hired in 1999 while about 5.0 million left their jobs for a variety of reasons.[5]

Education continues to be an important contributing factor to success in the labour market. With the move towards a more knowledge-based and technologically oriented economy, many new occupations[6] require people with strong initial education and a commitment to lifelong learning.

As shown in Chart 4, results for this reporting period indicate that employment increased by 3.4% for individuals with at least a high school diploma while it rose only slightly (0.3%) for those who did not complete high school. Employment growth was much stronger (5.3%) for people with a university degree.

This crucial link between education and successful labour market outcomes also has equity implications. Research indicates that women are more likely than men to graduate

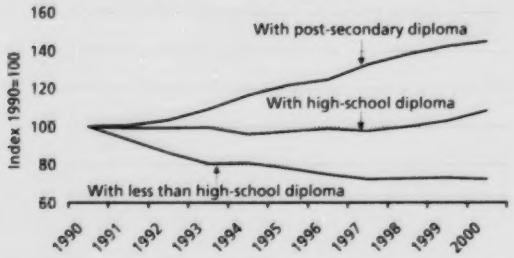
[3] The LFS considers unemployed people who have never held a paid job (or unpaid work in a family business) as labour market entrants. Re-entrants are unemployed people who previously held a job, but their experience ended more than a year before the survey month.

[4] In 2000, Statistics Canada changed its method of deriving the main aggregates described by the LFS. While the patterns of the most-followed measures were largely unchanged, those of the components have been revised. As a result, data on job loss and on labour market re-entrants and new entrants have changed significantly from those reported in the 1999 Monitoring and Assessment Report.

[5] Hiring and Separation Survey (supplement to LFS).

[6] These new occupations include jobs in information technology and telecommunications, biotechnology, aerospace, multimedia, and the environment (lawyers, technologists, policy analysts). For further information, please refer to "Job Futures 2000: World of Work: Overviews and Trends" (HRDC) at http://www.hrdc-drhc.gc.ca/jobfutures

Chart 4:
Employment by Level of Education



Source: Statistics Canada, Labour Force Survey

from high school. Currently, women also outnumber men in post-secondary educational institutions and have a higher likelihood of graduating than their male counterparts. While women continue to earn less than men do and are under-represented in some highly paid occupations, these results are important because as the level of educational attainment increases for women and men, the differences in labour market outcomes between them decrease.[7]

II. HISTORICAL LEGISLATIVE CONTEXT

The 1940 *Unemployment Insurance Act* established a social insurance program that reflected strong insurance principles. In the early years, the Unemployment Insurance (UI) program covered only 42% of Canadian workers - those who faced an unpredictable risk of job loss. Industries that faced little risk of unemployment (e.g., public service) and industries with repeated unemployment (e.g., seasonal industries) were not covered. However, the early UI program also included features such as a higher benefit rate for claimants with dependants.

Over the years, UI was gradually expanded to cover all workers in an employer-employee relationship (resulting in coverage of about 93% of the paid labour force). In addition to expanding coverage, the *Unemployment Act of 1971* reduced eligibility requirements, increased benefits, and introduced maternity and sickness benefits. UI was also made more sensitive to local labour market conditions through the introduction of extended benefits for regions of high unemployment. Variable entrance requirements were first introduced in 1977 to ensure that local unemployment rates were better reflected.

The reforms from the mid-1970s to 1990s were the result of a move toward fiscal restraint and growing concerns that the program was reducing the incentive to work. Under these reforms, entrance requirements were tightened, the duration of benefits was reduced, and the benefit rate was lowered. This period also saw a shift in the program, with a greater proportion of funds allocated for active measures such as occupational training and other assistance to help claimants return to work more quickly.

The 1996 *Employment Insurance Act* involved a further emphasis on re-employment measures and temporary income support during periods of unemployment. Income benefits were redesigned to promote stronger labour force attachment and to introduce stronger insurance principles into the system while softening the impact on low-income families with children. Under the new system, eligibility was based on hours of work, rather than weeks. Changes also included a new benefit structure and new rules for frequent claimants, as well as stricter eligibility requirements for new entrants and re-entrants to the labour market. Elements of the program providing support to claimants in low-income families with children were also redesigned with the

[7] For more details, please consult the first and the second annual reports to the Forum of Labour Market Ministers entitled "Profile of Canadian Youth in the Labour Market"; "Job Futures 2000: Overviews and trends" (HRDC) and Appleby, Fougère and Rouleau: "Est-il rentable de poursuivre des études postsecondaires au Canada?" (HRDC) forthcoming.

introduction of the Family Supplement (please refer to Annex 1 for an overview of the changes to EI Part I).[8]

Under EI, active re-employment measures were also redesigned. The new Employment Benefits and Support Measures (EBSMs) provided the basis for more cooperative relations with the provinces and territories, responding to different needs and circumstances across the country. (Please refer to "Employment Benefits and Support Measures" in Annex 1.)

In the first significant legislative changes to EI since 1996,[9] the Government of Canada announced in the 2000 Budget that it would increase the duration, accessibility and flexibility of parental benefits in order to support parents in balancing the demands of work and family during a child's critical first year.[10] Under the changes, the maximum duration of parental benefits will be increased from 10 to 35 weeks. This will allow a maximum of 50 weeks of combined maternity, parental and sickness benefits. The number of hours of insurable employment required to qualify for maternity, parental or sickness benefits will also be reduced from 700 to 600 hours in order to improve accessibility. Flexibility will also be enhanced. A second parent sharing parental leave will not be required to serve a second two-week waiting period, and parents will be able to earn the greater of $50 or 25% of their weekly benefit without a reduction in their EI benefits. (Please refer to the section on "Changes to Special Benefits Effective December 31, 2000" in Annex 1.)

In addition to the enhanced parental benefits, there have been ongoing adjustments and improvements to EI since 1996. For example, the small weeks adjustment projects were introduced in high unemployment regions to address the disincentive for some workers to accept weeks of work with lower than average earnings. The small weeks pilot project is in effect in 31 EI economic regions across the country. (Please refer to Chapter 2.) Several improvements have also been made to regulations and administrative policies, such as the undeclared earnings policy, discussed further in Chapter 4.

[8] For a more complete description of the evolution of EI, please see the 1997, 1998 and 1999 Monitoring and Assessment Reports.

[9] It should also be noted that the *Modernization of Benefits and Obligations Act* was given Royal Assent on June 29, 2000. By amending various statutes, including the *Employment Insurance Act*, it extends benefits and obligations to all couples who have been cohabitating in a conjugal relationship for at least one year.

[10] The *Budget Implementation Act* received Royal Assent on June 29, 2000. This legislation contained amendments to the *Employment Insurance Act* to implement the enhanced parental benefits. Parents of children born, or placed in the parent's care for adoption, on or after December 31, 2000, are eligible for the enhanced parental benefits.

This chapter describes changes in the number of new Employment Insurance (EI) claims and the amount paid out in benefits. We also look at the key elements of EI reform related to income benefits, and assess the degree to which they are having the intended effect. Data for 1999/00, the third full fiscal year after EI reform, are compared to data for 1998/99.[1] Trends for the period between 1995/96 and 1998/99, identified in the 1999 Employment Insurance Monitoring and Assessment Report, are also discussed.

Under EI there are three types of income benefits: regular benefits, which provide temporary income support to people who lose their jobs in paid employment; fishing benefits, which provide temporary income support to fishers during their off-seasons; and special benefits. Three categories of income support are available under special benefits: maternity benefits; parental benefits; and sickness benefits. (Please refer to Annex 1 for more information.) In addition to providing income support during the claimant's job search, regular benefits are also paid for worksharing and to clients of Employment Benefits and Support Measures (EBSMs).

I. TOTAL INCOME BENEFITS

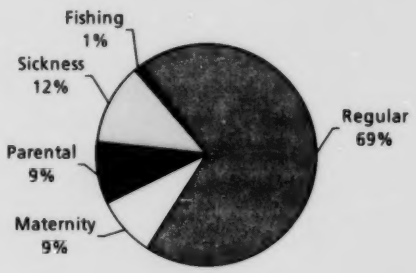
1. Overview

In 1999/00, there were about 1.7 million new claims for EI income benefits, a decrease of 6.6% from 1998/99. Men's claims declined by 9.8% and women's claims declined by 2.6%. There was also a 6.8% decline in claims made by youth. Although not at the same rate, the number of claims decreased in all provinces and territories. The most significant drops occurred in Alberta (-14.0%), British Columbia (-12.1%), Saskatchewan (-9.5%) and Ontario (-9.1%).

Total benefit payments were $9.4 billion, about 7.4% less than in 1998/99. Average weekly benefits paid to claimants were relatively stable, increasing 0.6% to $284 (refer to Annex 2.2).[2] The reduction in total benefits paid occurred across most industrial sectors (refer to Annex 2.3). Primary industries experienced significant decreases, including mining, oil and gas (-25.7%) and logging and forestry (-17.7%). Benefits declined 12.8% in the construction industry, and increased slightly in finance and insurance (4.6%), and education (2.1%).

As shown in Chart 1, 69% of new claims were regular claims. Special benefits (maternity, parental and sickness benefits) accounted for 30% of all new claims, up from about 27% last year. New fishing claims represented 1% of all new claims, which is about the same as 1998/99.

Chart 1:
Total New Claims 1999/00



[1] Unless otherwise stated, analysis in this chapter is based on EI administrative data for the period between April 1, 1999 and March 31, 2000, with a comparison to previous fiscal years.

[2] The average weekly benefit for 1998/99 was revised to $283.

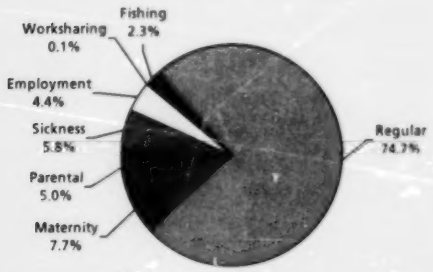
The number of claims by benefit type and the changes between 1998/99 and 1999/00 are as follows:

- claims for regular benefits dropped 8.5% to 1.36 million;
- claims for fishing benefits dropped 2.5% to 25,438; and
- claims for special benefits increased 3.1% to 401,410.

Chart 2 shows that about three-quarters of income benefits were paid to regular beneficiaries. Special benefits accounted for 18.5% of all benefits paid, up from about 16.6% last year. At 2.3%, the proportion of benefits paid to fishers was about the same as last year. Another 4.4% of total income benefits was paid to claimants participating in Employment Benefits and Support Measures (EBSMs).[3]

Chart 2:
Total Income Benefits 1999/00

$9.4 billion



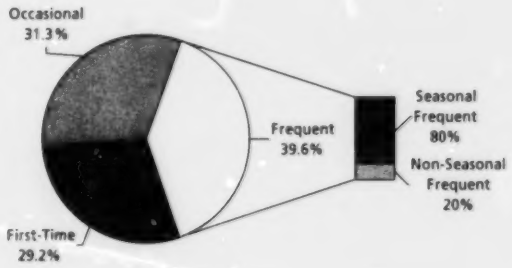
The amount of benefits paid by type and the changes between 1998/99 and 1999/00 are as follows:

- regular benefits declined 9.4% to $7.0 billion;
- income benefits paid to claimants participating in EBSMs declined 15.8% to $412.5 million;
- fishing benefits were relatively stable, down 0.5% to $217.0 million;
- special benefits increased 3.3% to $1.7 billion; and
- worksharing benefits declined 38.5% to $9.9 million.

2. Frequent Claimants[4]

In 1999/00, frequent claimants made up 39.6% of all regular and fishing claims, roughly the same proportion as in 1998/99. The number of claims made by frequent claimants declined 9.2% to 548,695. As in past years, about 80% of all frequent claimants had a "seasonal" pattern of making claims (please refer to Chart 3).[5] Men also continued to file about two-thirds of all frequent claims (please refer to Annex 2.7), reflecting the lower likelihood of women working in seasonal jobs.

Chart 3:
Claims & Frequency of Use



It is important to note that the steep drop in frequent claims over the reporting year was primarily among non-seasonal claimants, which dropped by 18.4%. Seasonal claims dropped by only 6.5%. This is significant because it indicates that seasonal claims do not necessarily drop with strong economic growth. In fact, it is anticipated that, given the nature of seasonal work, strong employment growth could

[3] Please refer to Chapter 3 for a discussion of EBSMs. It includes a discussion of all EBSM expenditures.

[4] Frequent claimants are defined as those claimants who have made three or more regular and/or fishing claims in the past five years.

[5] Individuals who started previous claims at about the same time of the year as their current claim are considered seasonal claimants.

eventually lead to more claims. In comparison to 1998/99, the number of frequent claims dropped across all provinces and territories. About 38% of all frequent claims were filed in Quebec, where the number of claims dropped by 8.8%. However, declines were most significant in Ontario (-15.6%), Saskatchewan (-13.1%), and Alberta/Northwest Territories (-12.6%). The smallest drop occurred in New Brunswick (-2.1%).

Frequent claimants received almost $3.0 billion in regular and fishing benefits during 1999/00. While this is a substantial drop from the previous year (-13.2%), frequent claimants received 41% of all regular and fishing benefits paid, which is down from 42.9% in 1998/99. Average weekly benefits for frequent claimants were relatively stable at about $307, which is 7.9% higher than the average for all regular and fishing claimants.[6]

Male frequent claimants filed 11.3% fewer claims in 1999/00, and claims filed by female frequent claimants dropped 4.8%. By age group, declines were largest for claims filed by frequent claimants under 25 years (-15.1%). Claims also dropped substantially in the 25 to 44 age category (-12.4%), which is significant because just over half (about 56%) of all frequent claimants fall into this category. As in past years, the analysis suggests that prime working-age claimants were better able to access job opportunities in the improved labour market. Older claimants who are less mobile, many of whom work in seasonal industries, did not fare as well. Claims dropped by 5.3% for those between the ages of 45 and 54 years, and by only 0.2% for those 55 years and over.

3. Reform Elements

Under EI, important changes were introduced to the legislation to strengthen workforce attachment and to respond to changes in the labour market. Key changes to the legislation included new methods of determining eligibility and entitlement, the introduction of an intensity rule, a strengthening of the benefit repayment provisions and stricter eligibility requirements for new entrants and re-entrants to the labour market. Changes were also made to provide higher levels and better targeted assistance to low-income families through a Family Supplement.[7]

Family Supplement

The Family Supplement replaced the 60% benefit rate under UI for low-income *individuals* with dependent children, and was designed to better target assistance to claimants in need. The Family Supplement provides additional benefits to claimants in low-income *families* with children by increasing the maximum benefit rate they can receive from 55% to 80%.[8] (Please refer to the section entitled "Family Supplement" in Annex 1 for further information.)

Results show that a total of 195,330 low-income EI claimants received higher weekly benefits through the Family Supplement in 1999/00. This represents about 11% of all claims, which is unchanged from 1998/99 (please refer to Annex 2.13).

Total payments under the Family Supplement increased 10% to $161.2 million. The increase in benefits paid occurred despite the reduction in the number of claims receiving the supplement (-6.2%). This result can be attributed to changes

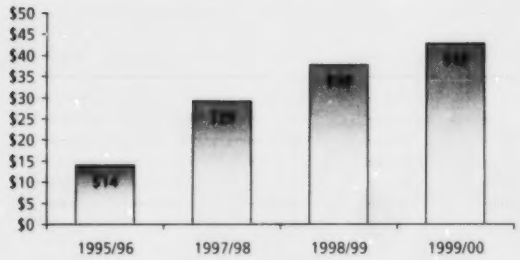
[6] It is important to note that this average weekly benefit does not reflect the impact of the benefit repayment provisions under EI because the provisions are administered through the tax system after benefits are received. Please refer to sections on benefit repayment later in this chapter for an analysis of benefits repaid by type of benefits.

[7] Please refer to Annex 1 for further information on the elements of EI reform. For discussion of the hours-based system, entitlement and duration, please see the sections on regular benefits, fishing benefits and special benefits later in this chapter.

[8] Like other claimants, claimants receiving the Family Supplement are subject to a maximum weekly benefit of $413.

in the maximum benefit rate for Family Supplement recipients, which increased from 70% in 1998 to 75% in 1999, and matured at 80% in 2000. With the increases, the average weekly top-up grew by 13.5% to $43 per claim. As shown in Chart 4, this is three times greater than the average of $14 extra paid under UI in 1995/96. With the increased top-up, average weekly benefits for Family Supplement recipients increased 2.1% to $254, and are now almost 38% higher than they were before EI. It is important to note that almost two-thirds of Family Supplement payments went to women, although women accounted for only 47% of all EI claims during this period.

Chart 4:
Average Top-ups



Increases in Family Supplement payments occurred across all provinces and territories, but were highest in the Yukon (32.1%), Newfoundland/Labrador (20.9%), Nova Scotia (16.9%), Prince Edward Island (14%) and Quebec (13.8%). The increase in payments was also larger for women (14.8%) than for men (2.7%).

Intensity Rule

The objective of the intensity rule is to discourage the use of EI as a regular income supplement but not to excessively reduce the benefits of those who make long or frequent claims. Claimants who are receiving the Family Supplement and/or claiming special benefits are exempt from the intensity rule (please refer to Annex 1 for further information).

In 1999/00, the number of regular and fishing claims affected by the intensity rule increased 13.8% to 606,090 (please refer to Annex 2.16). This represents 43.7% of all regular and fishing claims, up from 35.2% in 1998/99. More than two-thirds of affected claimants were men, reflecting the fact that men are more likely than women to be repeat claimants.

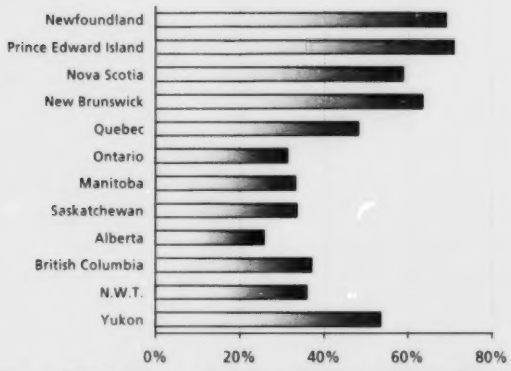
The proportion of claimants affected by the intensity rule continued to increase with the maturing of the provisions. About 41% of those affected had their benefits reduced by one percentage point, 27% by two percentage points, 19% by 3 percentage points, 11% by 4 percentage points and 3% experienced a 5 percentage point reduction.

Under the intensity rule, regular and fishing benefits were reduced by about $128.6 million corresponding to about $11.86 a week per affected claimant. This is up from 1998/99, when benefits were reduced by $86.3 million or about $8.55 a week.

In 1999/00, about half of all claimants affected by the intensity rule had a benefit level of $300 or less. Claimants receiving weekly benefits of $300 would have had average insurable earnings of about $565 per week or about $29,400 per year (prior to their claim).

The impact of the intensity rule is greater in areas where seasonal work is concentrated. As shown in Chart 5, the percentage of regular and fishing claims affected by the intensity rule is highest in Prince Edward Island (71%), Newfoundland/Labrador (69%), New Brunswick (63.5%), Nova Scotia (58.8%), Yukon (53.5%) and Quebec (48.2%). Alberta (25.8%) was least affected by the intensity rule.

Chart 5:
% Claims affected by Intensity Rule



Benefit Repayment Provisions (Clawback)[9]

Benefit repayment provisions were first effective under UI in 1979. They are designed to ensure claimants repay some of their benefits once their annual net income (including the benefits) exceeds a certain threshold. Under EI, the threshold at which benefits are repaid was lowered significantly. EI also created a two-tier threshold with a lower second threshold for repeat users and a requirement to pay back a larger share of benefits. (Please refer to Annex 1 for further information.) All benefit types are subject to clawback, including special benefits. Even those that claim EI for the first time are affected.[10]

The number of people who repaid some of their EI benefits in 1998 was 115,368, representing an increase of 44.7% over 1997 (please refer to Annex 2.15). About 87% of claimants affected by the clawback were men. Significant increases in the number of claimants affected by the clawback provision were noted in all regions of Canada. The largest rate increases were in Prince Edward Island (89.4%), New Brunswick (80.5%), Nova Scotia (77.7%) and Quebec (67.4%).

Among claimants affected by the clawback provisions, 78% were regular beneficiaries, 9% were in receipt of special benefits, 2% received fishing benefits, and 11% had claims of more than one benefit type. Just over one-third of claimants affected by the clawback had a net income of $50,000 or less. Analysis indicates that claimants affected by the clawback provisions in 1998 had to repay between 23% and 31% of the benefits they received depending on the benefit type. Almost two-thirds of claimants affected by the clawback were subject to the $48,750 net income threshold, reflecting the fact that they were either occasional users or special benefits recipients.

The total amount repaid by claimants in 1998 increased 76.1% to $123.9 million. Men repaid $108.4 million, or about 87% of all benefits repaid. About 31% of benefit repayments were in Ontario, 25% were repaid in Quebec, and 15% were repaid in British Columbia. Significant increases in the amount repaid were noted in Nova Scotia (143.7%), Prince Edward Island (143.1%), New Brunswick (132.3%), Quebec (108.6%), and Newfoundland/Labrador (106.4%).

The number of men affected by the clawback provision increased 48.2%, while the amount they repaid increased by 86.3%. Women experienced a much smaller growth in the numbers affected (25.4%), and growth in the amount paid back (27.3%). This is likely due to the fact that women use regular and fishing benefits less often than men do. It is also important to note that their lower incomes relative to men tend to make them less likely to have net incomes above the repayment threshold than men.

[9] This measure is administered through the tax system so results are reported on a tax year (i.e., calendar year) rather than a fiscal year basis. The most recent data available are for 1998.

[10] Claimants are subject to a net income threshold of $48,750, and repeat claimants are subject to the lower threshold of $39,000. The maximum portion of benefits to be repaid varies depending on the actual number of weeks of regular or fishing benefits received in the past five years. Please see Annex 1 for further information.

4. Small Weeks Pilot Project

Under EI, benefit levels are based on average earnings within a 26 week period preceding the establishment of the claim. Total earnings are divided by the number of weeks of work during this period or the minimum divisor, whichever is greater. The result is multiplied by 55% to determine the weekly benefit. While this process has worked well for the most part, there was a disincentive for some workers to accept weeks with lower than average earnings ("small weeks") because including these earnings in the calculation of the average lowered the amount they received in benefits. Small weeks adjustment projects were introduced in May and August 1997 in high unemployment regions to examine whether this disincentive could be reduced or removed. When the projects expired on November 14, 1998, a new pilot project was introduced. This project currently operates in 31 of 54 regions across the country, and allows claimants to exclude weeks in which they earn less than $150. (Please refer to Annex 1 for further information.)

The analysis in this year's report focuses on results relating to the period between the introduction of the new pilot project in November 1998 and March 2000, the end of the reporting period. These results indicate that 190,079, or 12.9% of all claims established in participating EI regions, included small weeks. About 18.6% of all claims made by women included small weeks and 9.0% of claims made by men had small weeks. Claims with small weeks constituted a relatively high percentage of all claims filed in Yarmouth (22.4%), Newfoundland/Labrador (20.2%), Eastern Nova Scotia (20.1%), and Trois-Rivières (19.4%). Conversely, claims with small weeks constituted only 1.6% of all claims in Northern Manitoba, 3.5% in Yukon-Northwest Territories, and 4.9% in Eastern Ontario.

Individuals in the 25 to 44 age group accounted for more than half the claims with small weeks (54%); claims with small weeks made by older workers accounted for 28%. Women filed 59% of all claims with small weeks. Women were affected by the small weeks project more than men because they are more likely to work in part-time and temporary employment.

The average benefit of participants was $211. This was $18 or 9.2% more than they would have received without the project. About 15% of small weeks participants qualified for the Family Supplement, and almost 74% of these were women.

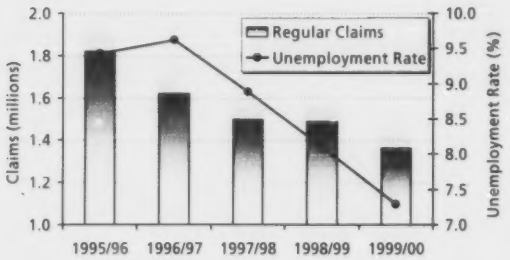
About 57% of participants (or 108,891) would have been subject to the intensity rule because they had a history of frequent claims. However, only 50% (or 94,496) of participants actually had their benefits reduced because the others qualified for the Family Supplement, and were therefore exempt from the intensity rule.

II. REGULAR BENEFITS

1. Overview

The results for regular benefits reflect the exceptionally strong labour market noted in Chapter 1 (please refer to Chart 6). In 1999/00,

Chart 6:
Regular Claims and Unemployment Rate



the number of regular claims established under EI declined by 8.5% to 1.36 million (please refer to Annex 2.4). The total amount paid out to regular beneficiaries also declined by 9.4% from $7.8 billion to $7.0 billion. Average weekly benefits increased slightly (0.4%) to $283.

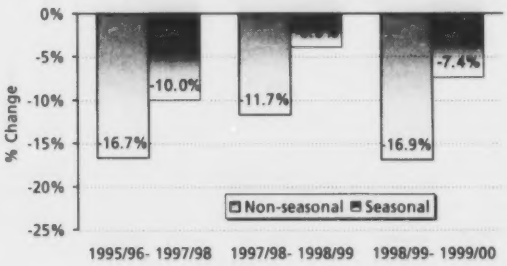
Reductions in the number of new claims were noted in every province and territory, and in all age and gender groups. At the provincial level, declines were particularly significant in Alberta (-18.6%), British Columbia (-13.7%), and Ontario (-13.0%). At the sectoral level, there were fewer regular claims filed by workers in virtually every industry. Significant declines were noted in many of the goods producing industries such as mining, oil and gas (-34.4%), logging and forestry (-16.4%), manufacturing (-12.3%), and construction (-8.7%). In the service industry, declines were significant in real estate (-14.0%), transportation (-8.3%), business services (-8.2%) and retail trade (-8.1%).

It is also important to note that claims made by men dropped (-11.0%) much more steeply than claims made by women (-4.7%) in 1999/00. This reverses a pattern noted in earlier reporting periods when women's new claims were dropping more quickly than men's. During this reporting period, much stronger employment growth (3.0%) has been noted in goods-producing industries where men tend to be highly represented. Employment growth was 2.7% in the services-producing sector, where women have greater representation.

To help explain the changes in regular claims between 1998/99 and 1999/00, changes in the duration of insured employment were examined.[11] About 81% of the drop can be accounted for by a drop in claims with long employment spells. About 13% can be accounted for by a drop in claims with medium employment spells, and the remaining 6% by a drop in claims with short employment spells.

The number of claims declined for all types of claimants, with the most significant drop in frequent claims (-10.1%). Claims by occasional claimants declined 8.4% and those made by first-time claimants declined by 6.5%. The share of regular benefits paid to frequent regular claimants dropped from 41.3% to 39.8%. As noted earlier, the decline in frequent claims and the drop in benefits paid can be attributed to strong economic growth and a resulting drop in non-seasonal frequent claims. As shown in Chart 7, non-seasonal frequent claims have been falling much more quickly than seasonal frequent claims for each of the past three fiscal years. This is significant because employment growth has been exceptionally strong over this period. The slower decline in seasonal frequent claims is to be expected since they are less affected by economic cycles.

Chart 7:
% Change in Claims
by Frequent Regular Claimants



Strong employment growth for youth was accompanied by a significant drop (-9.4%) in the number of new claims established by youth during 1999/00. This result can be traced to the changing composition of new jobs for youth. As noted in Chapter 1, 86.7% of the new jobs for youth were in full-time employment in 1999/00, whereas in 1998/99 full-time jobs accounted for one-half (50%) of new jobs for youth. Roughly 45% of youth employment is in the retail trade and the accommodation, food and beverage sectors, and it should be noted that the number of claims in these sectors declined during this period.

[11] Claims with short employment spells are claims that just meet the entrance requirement, or have up to two weeks above the minimum entrance requirement. Claims with medium employment spells are claims that have more than two weeks over the entrance requirement, but less than six months over the minimum entrance requirement. Claims with long employment spells are claims that have at least six months more than the minimum entrance requirement.

2. Reform Elements

Coverage

In recent years there have been questions raised about the coverage of EI and about how to measure the degree of support EI provides to unemployed Canadians. As part of the monitoring and assessment process, a closer look has been taken at this important subject from a number of perspectives drawing from a growing understanding of coverage issues.

The earliest method of measuring coverage is the beneficiary to unemployed (B/U) ratio. The B/U ratio is a very broad measure, comparing the number of people on EI regular benefits with the total number of unemployed people at any given time. Analysis indicates that the B/U ratio was in decline for most of the two-decade period leading up to EI reform in 1996 and 1997. About one-half of this decline can be clearly attributed to changes in the labour market while the other half is due to other factors, only some of which can be traced to changes in the program.[12] The B/U ratio was 45% in 1999, up one percentage point since 1997.

While the B/U ratio has the advantage of simplicity, it is too broad because the denominator includes unemployed people for whom EI regular benefits were not designed. For example, it includes individuals who have never worked, those who have not worked in the past 12 months or quit their job without just cause, and people who were formerly self-employed.

To overcome problems with the B/U ratio and focus specifically on the degree to which EI provides coverage to the target population, HRDC and Statistics Canada developed the Employment Insurance Coverage Survey (EICS). Results indicate that 80% of those for whom the program was designed were actually eligible to receive benefits in 1999. These results are unchanged over the past two reporting periods and indicate coverage of the target population has remained stable under EI. Previously reported results from external evaluations have also indicated that there was no significant reduction in eligibility for the target population under EI.[13]

In an effort to better understand the issue of coverage, additional research was recently undertaken by HRDC using data from Statistics Canada's Survey of Labour and Income Dynamics (SLID).[14] While analyses in previous Reports have concentrated on the EI coverage for the unemployed population, an equally important question is how effectively EI provides security to employed people (i.e., how many employed would be eligible if they were to lose their job). In order to address this question, simulations were performed using SLID. Estimates for December 1998 indicate that 88% of paid workers would have been eligible for regular benefits if they had lost their job at that point in time.

Comparing the results for the employed population with those obtained through the EICS survey on the unemployed indicates that eligibility among those who actually lost their job in 1998 was lower than among the employed. The lower eligibility of the unemployed (80% compared to 88% for the employed) reflects the reality that employed individuals do not all face the same risk of becoming unemployed. Individuals who have the greatest risk of unemployment may also have less experience and attachment to the labour market, making them less likely to be eligible for EI benefits.

[12] For further information, please see the 1998 Employment Insurance Monitoring and Assessment Report.

[13] Craig Riddell & David Green, *The Effects of the Switch in the Entrance Requirement from a Weeks-Based to an Hours-Based System.* Constantine Kapsalis, *Evaluation of the Impact of Bill C-12 on New Entrants and Re-Entrants.* Shelley Phipps and Fiona Macphail, *Changes in Access to Benefits Resulting from Changes to New and Re-Entrant Requirements.*

[14] Statistics Canada's Survey of Labour and Income Dynamics (SLID) contains detailed longitudinal information on the labour force history of a sample of 30,000 Canadians.

Hours-Based System and Divisor[15]

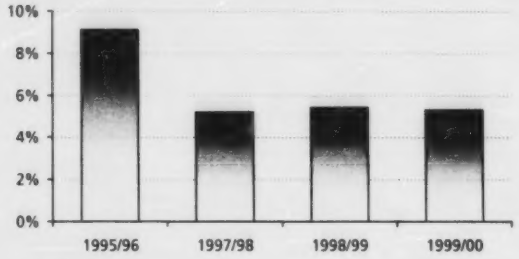
Under EI, both eligibility for benefits and entitlement are based on hours of work rather than weeks of work. An ongoing HRDC study using Canadian Out-of-Employment Panel (COEP)[16] Survey data has found that the switch did not significantly reduce overall eligibility, though eligibility for men increased and eligibility for women and youth declined slightly. In addition, a new HRDC study using COEP data indicates that eligibility increased under EI for multiple job-holders who work less than 35 hours per week. This is significant because one objective of the hours-based system was to improve access for multiple job-holders.

Divisor

The divisor rule, which rewards individuals who work more than their minimum entrance requirement, is intended to encourage greater labour force attachment. An ongoing HRDC study using COEP data has found that people are working the additional two weeks required for full benefits. The increase in workforce attachment was greatest in Atlantic Canada. Another study using COEP data indicates that individuals with short-term employment have also increased their hours of work per week since the reform.

As shown in Chart 8, after dropping from 9.1% to 5.2% between 1995/96 and 1997/98, the proportion of claimants at or near the entrance requirement has remained relatively stable since then.[17] The data for 1999/00 indicate that the proportion of claimants at or near the entrance requirement is 5.3% (please refer to Annex 2.5). While the strong labour market provided greater opportunities for claimants to work longer, the divisor also encouraged individuals to increase their work effort. The chart shows that the impact has been sustained in the years since EI was introduced. In addition, results indicate that the divisor increased the incentive for individuals to work more hours at the beginning of their employment period, and fewer hours as their months of employment increase. Ongoing HRDC studies using COEP data confirm this analysis, indicating that, on a national basis, only about 2% of all EI claimants enter the program with less than two full weeks above the variable entrance requirements.

Chart 8:
Proportion of Regular Claims at or near Entrance Requirement



Entitlement

EI reform also reduced the maximum benefit period from 50 to 45 weeks, but this change only affects claimants that have long periods of labour market attachment in high unemployment regions. The hours-based system was actually expected to increase entitlement for those who work more than 35 hours a week, because the additional hours worked were not counted under the weeks-based system. An ongoing HRDC study using COEP data found that the average entitlement period remained at about the same level before and after the reform, though the impact varied among groups. Entitlement increased for older workers, for men, who tend to

[15] Please see Annex 1 for a description of the hours-based system, the divisor rule, and other elements of the reform.

[16] The Canada Out-Of-Employment Panel (COEP) Survey is based on quarterly samples of 5,000-9,000 individuals who have job separations. The COEP survey is specifically designed to provide an additional source of information for understanding EI impacts. The survey is conducted on behalf of HRDC by Statistics Canada and provides detailed information on individuals' employment history, job search activities and outcomes, training, receipt of UI/EI benefits, and household incomes, financial assets, and debts.

[17] Claims at or near the entrance requirement (also referred to as claims with short employment spells) have up to two weeks above the minimum entrance requirement.

work longer hours, and for workers in Atlantic Canada, where the hours worked per week was higher due to the predominance of seasonal work and the smaller proportion of people in part-time work. Entitlement decreased slightly for women, because they are more likely to work part time and less likely to work in seasonal industries.

A new HRDC study using COEP data found that the increase in entitlement as a result of the hours-based system was most apparent for seasonal workers. The study indicated that seasonal workers work five more hours per week than non-seasonal workers. This led to an increase in entitlement of about one week per claimant because all hours of work are counted under EI.

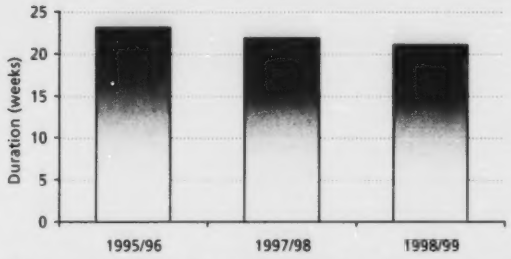
The study on multiple job-holding noted earlier also indicated that average entitlement increased slightly for multiple job-holders under EI, particularly for those who worked fewer than 35 hours per week.

Average entitlement declined from 33 to 32 weeks between 1998/99 and 1999/00. This can be explained by the fact that entitlement is based on both the number of hours of insurable employment and the regional rate of unemployment.[18] As noted in Chapter 1, the average unemployment rate fell nearly 1 percentage point between 1998/99 and 1999/00.

Duration of Benefits

The weeks of benefits actually received by regular claimants was also examined. Given that some claims straddle two fiscal years, the most recent data available for analysis covers claims established in 1998/99. Chart 9 shows that regular claimants who established claims in 1998/99 received an average of 21.0 weeks of EI benefits, down from 21.8 weeks in 1997/98 and 23.1 weeks in 1995/96. Better labour market conditions are an important factor contributing to the reduced time spent on claim.

Chart 9:
Duration of Benefits
for Regular Claimants



Claimants in Newfoundland/Labrador received benefits for 28.3 weeks, reflecting the longer entitlement duration of 38 weeks due to the higher unemployment rates. Average time spent on benefits was lowest in Ontario with 18.5 weeks. The reductions in the number of weeks paid occurred in most provinces and territories, and were more significant in Ontario (-1.4 weeks), the Northwest Territories (-1.4 weeks), Prince Edward Island (-1.2 weeks), and Quebec (-1.1 weeks). The duration of benefits increased slightly in Saskatchewan (+0.5 week), Alberta (+0.5 week), Newfoundland/Labrador (+0.1 week), and the Yukon (+0.1 week).

The average weeks spent on benefits was 20.7 weeks for men (-0.6 week), and 21.6 weeks for women (-0.9 week). The average duration for youth was similar at 20.7 weeks, but for older workers duration was higher at 22.6 weeks.

Exhaustion of Benefits and Income Adequacy

During EI reform, concerns were expressed that the legislative changes could result in higher take-up rates for social assistance. In particular, there were concerns that the reduction in the maximum period of entitlement from 50 to 45 weeks and the changes to the eligibility criteria could mean that more people would move onto social assistance. Data from HRDC studies using the COEP data continues to indicate that

[18] Under EI, entrance requirements and entitlement periods vary by regional unemployment rates in order to better meet local labour market conditions. Consequently, as unemployment rates fall, the number of weeks of entitlement will also decline.

only about one in five claimants stay on claim for their entire entitlement period, thereby "exhausting" their benefits.[19] This figure has declined since EI reform (-14%), reflecting an improved labour market and confirming that the reduction of the benefit entitlement period under EI has not led to an increase in exhaustion of benefits. It is also worth noting that adult women and youth were less likely than men to exhaust their benefits. In addition, an HRDC study using COEP data reports a decline in the number of seasonal workers who exhaust their claim before the new "season" begins ("gappers").

This year's study of COEP data reveals that of those who exhausted their benefits, about 12.4% moved on to social assistance, down from before EI reform. About 75% of exhaustees who did not collect social assistance had access to other resources (such as liquid assets or other family income).

Concerns have also been raised about whether EI benefits are adequate. Research using COEP data confirms results published in the 1999 Report that only a small proportion (about 12%) of those who became unemployed experienced a drop in household consumer spending one year later. For this group, the drop averaged about 24% of monthly household income.

Family Supplement

About 145,350 claimants of regular benefits received the Family Supplement in 1999/00, representing about 11% of all regular beneficiaries. This is about the same proportion as 1998/99. Total Family Supplement payments increased 7.9% to $123.8 million, and roughly 55% of these payments were to women. The top-up amount averaged $44 per week, $5 higher than in 1998/99, reflecting the increase in the maximum benefit rate allowed. Accordingly, average weekly benefits for regular claimants receiving the Family Supplement also increased by about $5 to $262.

Intensity Rule

The number of regular claims affected by the intensity rule increased 13.9% to 579,040 over the reporting period. About 42.5% of all regular claims were affected, up from 34.1% in 1998/99. About 79% of frequent regular claimants were affected by this measure in 1999/00, compared to 65% the previous year and 38% in 1997/98. About 68.2% of claimants affected were men, reflecting the fact that men are more likely than women to be repeat claimants.

Under the intensity rule, regular benefits were reduced on average by about $11.35 a week per affected claimant. For frequent regular claimants, benefits were reduced on average by about $13.28 per affected claimant. In 1999/00, about 42% had their benefits reduced by one percentage point, 27% by two percentage points, 18% by three percentage points, 11% by four percentage points and 3% experienced a five percentage point reduction.

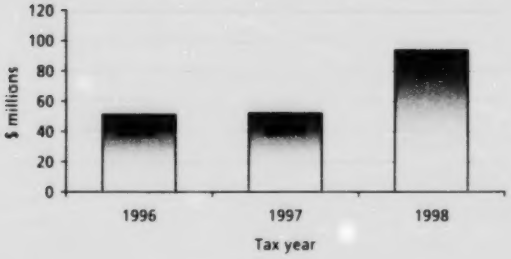
Benefit Repayment Provisions (Clawback)

Between 1997 and 1998 the number of regular claimants affected by the clawback increased by 48% to about 89,700, while the amount repaid by them grew by 81.3% to almost $94 million (refer to Chart 10). The larger increase in amount repaid is indicative of a combination of two factors: the previous program usage for regular benefits, which affects both the repayment rate and the repayment income threshold, and increases in income, which

[19] The study defines the claims exhaustion rate as the share of individuals who used up the entire period of their entitlement due to unemployment within 52 weeks. Other studies show higher rates of exhaustion (between 30% and 40%) because they also include claimants who do not use up all of their entitlements but have their claims terminated after 52 weeks as the result of factors such as working while on claim or delayed filing because of severance payments.

affects the amount subject to repayment. Analysis indicates that regular claimants affected by the clawback provisions in 1998 had to repay 25% of the benefits they received. About 92% of claimants repaying regular benefits were men; their repayments accounted for over 93% of regular benefits repaid.

Chart 10:
Benefit Repayments,
Regular Claimants



Work While on Claim[20]

Under EI, regular beneficiaries are allowed to earn up to $50 a week or 25% of weekly benefits, whichever is higher, with no reduction in EI benefits. The aim is to encourage low-income claimants to maintain their labour force attachment and to increase their earnings from work. (Please refer to the section on Working While on Claims in Annex 1 for further information.)

In 1998/99, a total of 847,310 or 56.2% of regular claimants reported working while they were on claim (please refer to Annex 2.14). This includes claimants who worked while on claim and still received some benefits for those weeks, as well as claimants who received earnings high enough to reduce their benefits to zero for some weeks.

A comparison with 1996/97 data shows a slight decline in the proportion of regular claimants reporting work while on claim. Despite the small drop at the national level, increases were recorded in New Brunswick (from 65.5% to 70%), Prince Edward Island (from 62.5% to 66.9%), and in Newfoundland/Labrador (from 69.3% to 71.7%). Increases were also noted among older workers (40.9% to 44.3%) and frequent claimants (66.6% to 67.2%).

In last year's Report, it was noted that the $50 floor only affected claimants who have weekly benefits of less than $200. Other claimants, who represent 75% of all claimants reporting earnings while on claim, continued to be subject to existing rules. A new HRDC study using COEP data found that the decline in working while on claim can be traced to claimants with weekly benefits above $200. Results for those with benefit levels at or below $200 were unchanged. The study also found that working while on claim is more prevalent in the Atlantic provinces, Quebec and British Columbia, and in the primary, manufacturing and construction industries.

III. FISHING BENEFITS

1. Overview

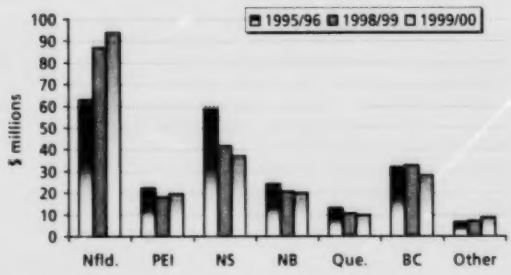
In 1999/00, almost 25,440 new fishing claims were established, down 2.5% from a year earlier (please refer to Annex 2.6). Claims by men declined 4.5% to 21,899 while claims by women increased 12% to 3,539. Among major fish producing provinces, new claims declined substantially in British Columbia/Yukon (-16.1%) and Nova Scotia (-14.2%), but increased in Newfoundland/Labrador (4.6%), Prince Edward Island (3.9%), and New Brunswick (1.5%). There was very little change in the number of claims in Quebec (+0.5%).

Fishers received $217.0 million in EI fishing benefits in 1999/00, relatively unchanged (-0.5%) from the previous year despite the overall decline in claims established. The relative stability in benefit payments can be

[20] Given that some claims straddle two fiscal years, the most recent year for this analysis is 1998/99.

explained by higher weekly benefits. Analysis indicates that average weekly benefits increased by 3.7% to $366, which is about 30% higher than the average of $283 for regular claimants. Newfoundland/Labrador, which accounts for 43% of fishing claims, was the only major fish-producing province with an increase in average weekly benefits (10.2%). As shown in Chart 11, increases in total fishing benefits paid were noted for Newfoundland/Labrador (7.8%) and Prince Edward Island (6.4%). Total benefits paid decreased in British Columbia/Yukon (-14.1%) and Nova Scotia (-11.4%), reflecting the substantial declines in claims established.

Chart 11:
Fishing Benefits Paid



It is important to note that changes in fishing benefits paid are tied to changes in the value of resources harvested. Fishers in Newfoundland/Labrador appear to have benefited from continuing increases in the value of fish harvests, especially shellfish and to a lesser extent cod. The decline in fishing claims and benefits paid for British Columbia and Nova Scotia coincides with substantial declines in the value of fish harvests in these provinces.

While the number of first-time and occasional claims declined substantially, it is important to note that three-quarters of fishing claims are made by frequent claimants. The number of frequent claims increased 10.9% over the past year. Significant increases in frequent claims were noted for Newfoundland/Labrador (22.9%) and Prince Edward Island (20.9%), due in part to increases in the frequency of claims by young fishers and women. On the other hand, Nova Scotia recorded the largest decline in frequent claims (-8.6%). The share of frequent claimants was lower in Newfoundland/Labrador (64%) than in any other major fish-producing province. This is likely due to the drop in self-employed fishing employment in the mid-1990s as a result of the decline of the cod stocks and the subsequent change in the mix of species being relied on.

2. Reform Elements

Earnings-Based System and Qualifying Period

One of the most fundamental EI changes for fishers involved eligibility based on insured earnings instead of weeks of work. Under the earnings-based system, fishers can qualify for benefits with a minimum of between $2,500 and $4,199 in insured earnings from fishing. For new entrants and re-entrants to the labour force a minimum of $5,500 of insured fishing earnings is required to qualify. The requirement is lower for those claiming special benefits.[21]

Analysis indicates that the change to eligibility based on dollars of insured earnings did not limit access to fishing benefits. In 1999/00, 97.5% of claimants qualified with more than $5,000 in insured earnings, and no one claimed with the minimum requirement of $2,500. This indicates that new entrants and re-entrants can qualify for benefits without difficulty.

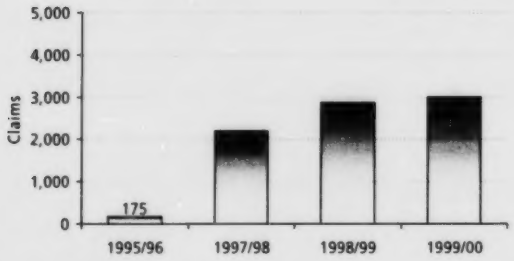
It is also important to note that under EI, qualifying periods and benefit periods were expanded. The combination of these changes

[21] To qualify for special benefits new entrants and re-entrants require $4,200 in insured fishing earnings instead of $5,500.

with the relatively low earnings requirement has made it easier for fishers to qualify for fishing benefits in two consecutive seasons. They are able to fish in the winter months and start the summer benefit period earlier, and then fish again late in the extended summer fishing season to qualify for benefits again. Good seasonal conditions and harvests made over short periods allow fishers to establish multiple claims.

As shown in Chart 12, just over 3,000 fishers (11.8% of fishing claims) claimed fishing benefits in two consecutive seasons (not necessarily within the same fiscal year), up from 11.0% the previous year. The proportion of multiple claims to all fishing claims is significantly higher in New Brunswick (39.6%)

Chart 12:
Claims in Consecutive Seasons



and Nova Scotia (22.5%). Frequent claimants made over 91% of multiple claims.

In addition to the number of multiple claims increasing (4.7%), the time span between the end of the first and the start of the second claim has shortened. In 1999/00, the second claim was established within six weeks of the end of the first claim in 25.1% of cases, compared to 21.4% in 1998/99. About 52.8% of second claims were established within 9 weeks (compared to 49% in 1998/99), and 77% of second claims were established within 12 weeks (compared to 72.3% last year).

Family Supplement

About 11.5% of all fishers (or 2,938) received the Family Supplement. Total Family Supplement payments to fishers increased 8.7% to almost $2.1 million, and the average weekly benefits for fishers receiving the Family Supplement increased $23 to $375. It should be noted that the $375 average was slightly higher than the average for all fishers of $366, and 43% higher than the average for regular claimants receiving the Family Supplement.

Intensity Rule

Just over 21,000 fishers had their weekly benefits reduced under the intensity rule, about 5.2% more than a year earlier. This represents 82.9% of all fishers, compared to 76.8% in 1998/99. Among fishers that are frequent claimants, 90.9% were affected by the intensity rule, while the others received the Family Supplement and were therefore exempt from the intensity rule. In 1999/00, about 12% had their benefits reduced by one percentage point, 18% by two percentage points, 55% by three percentage points, 10% by four percentage points and 3% experienced a five percentage point reduction. The reduction in fishing benefits averaged $19.30 a week per affected claimant.

Benefit Repayment Provisions (Clawback)

The number of fishers affected by the clawback provisions increased substantially (61.6%) to 2,563, while the amount of benefits clawed back more than doubled (135.4%) to $6.8 million between 1997 and 1998. With each year, the number of fishers with a history of repeat use of EI increases and thus results in a higher number of affected fishers. The rather large increase in the amount of benefits clawed back is due in part to the lowering of the income threshold when a claimant makes repeat use of the program as well as increases in the incomes of fishers. Fishing claimants affected by the clawback provisions in 1998 had to repay 31% of the benefits they received.

IV. SPECIAL BENEFITS

1. Overview

EI provides three types of special benefits: maternity benefits, payable to biological mothers for work missed as a result of pregnancy and childbirth; parental benefits, payable to both biological and adoptive parents for the purpose of caring for a newborn or adopted child; and sickness benefits, payable to claimants who are too ill to work.

The total number of claims for which special benefits were paid was 401,410, an increase of 3.1% from 1998/99 (please refer to Annex 2.8). As in past years, women accounted for 75% of claims for special benefits. About 12% of claims for special benefits were made by youth, which is about the same proportion as in 1998/1999. As shown in Table 1, the average number of weeks for which special benefits were paid remained stable, averaging 19.4 weeks compared to 19.5 weeks in 1998/99.[22]

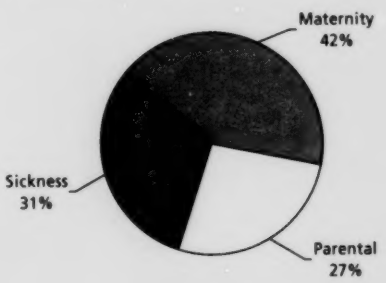
Table 1
Weeks of Benefits

Type of Benefit	Average Weeks Paid	Maximum Entitlement
Maternity	14.5	15
Parental Biological	9.1	10
Parental Adoptive	11.2	10*
Sickness	9.0	15
Special	19.4	30

* Parents are also entitled to an extra five weeks of parental benefits for special physical, psychological or emotional needs of the child.

Total special benefits payments increased by 3.3% to $1.7 billion. The increase in the number of claims and benefits paid for special benefits are notable given the decreases for other benefit types noted earlier in this chapter. About 18.5% of total income benefits were special benefits, compared to 13.6% paid in 1995/96. Average weekly benefits increased by 1.5% to $275. (Please refer to annexes 2.9 through 2.12 for details on special benefits.) As shown in Chart 13, about 42% of special benefits were maternity benefits, 27% were parental benefits, and 31% of special benefits were sickness benefits.

Chart 13:
Special Benefits Paid by Type



Maternity and Parental Benefits

Claims for maternity benefits rose in 1999/00, increasing by 1.1% from 173,920 to 175,800. Total payments for maternity benefits were $722.9 million, up 1.6% from 1998/99. The average weekly benefit level for all maternity claims was $283, an increase of 2.2%, which is in line with the growth in earnings noted in Chapter 1.

Claims for biological and adoptive parental benefits increased by almost 1%, from 169,080 to 170,620. Total payments for parental benefits were $471.7 million, up 1.9% from 1998/99. The average weekly benefit level of biological parents was $294, an increase of 2.6%. Average weekly benefits for adoptive parents increased 3.2% to $353.

[22] This accounts for mixed claims (e.g., those having weeks of regular benefits), which has the effect of increasing the average number of weeks, since regular entitlement can exceed 30 weeks.

Almost all of those collecting biological parental benefits were women (95%), and 88% of those in receipt of adoptive parental benefits were women. Research indicates that 85% of mothers in paid employment are currently covered by the existing system. This coverage has been constant since 1992.[23] Results also indicate that parents are using close to their full entitlement of maternity and parental leave. The average number of weeks for which maternity benefits were paid was 14.5 weeks, or 97% of their entitlement. The average number of weeks for which biological parental benefits were paid was 9.1 weeks or 91% of their entitlement. Adoptive parents in receipt of the parental benefit were on claim for an average of 11.2 weeks.[24]

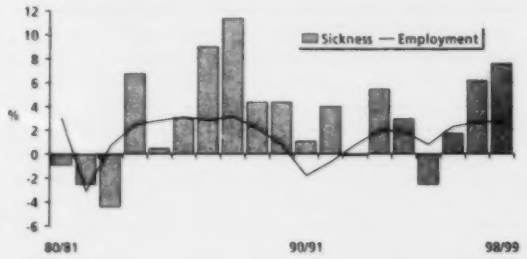
In future years, we expect the length of time spent on parental benefits to increase substantially. As of December 31, 2000, parents will have up to 35 weeks of parental benefits. Access to the program will also be enhanced. Claimants will be able to qualify for EI special benefits with 100 fewer insured hours of employment (600 hours). Flexibility will also be enhanced. A second parent sharing parental leave will not be required to serve a second two-week waiting period, and parents will also be able to earn the greater of $50 or 25% of their weekly benefit without a reduction in their EI benefits. (Please refer to the section on "Changes to Special Benefits Effective December 31, 2000" in Annex 1.)

Sickness Benefits

After increasing by 8.5% in the previous reporting period, the number of sickness claims once again increased by 6% to 233,130. Total payments for sickness benefits increased 7.1% to $544.1 million. The average weekly benefit level for sickness claims was $260, an increase of 0.7% over 1998/99. The average number of weeks for which sickness benefits were paid was 9.0 weeks, or 60% of entitlement. While Newfoundland/Labrador and Manitoba had significant increases in sickness claims in the previous reporting period, claims decreased for those provinces between 1998/99 and 1999/00. New Brunswick, Quebec and Alberta are the only provinces in which the number of sickness claims has increased for each of the past three years.

In the 1999 Report, we said that the increase in sickness claims needed further investigation. As a result, an analysis of EI administrative data and historical labour market trends was undertaken over the past year. Preliminary results from this work indicate that a substantial part of the changes are related to employment growth. When employment growth is strong, as in the current reporting period, the number of sickness claims also grows (refer to Chart 14).

Chart 14:
Growth in Sickness Weeks
vs. Growth in Employment 1980-1999



For example, at the end of the 1980s, sickness claims increased by 6.8% in 1986/87, and 7.4% in 1987/88. However, as the economic expansion of the late 1980s came to an end, the growth in sickness claims also decelerated.

[23] Statistics Canada Absence from Work Survey, 1998.

[24] The average number of weeks for which parental benefits were paid to adoptive parents exceeds their 10-week maximum entitlement because parents can also claim an additional five weeks of parental benefits for a child who has special physical, psychological or emotional needs.

Analysis also indicates that some of the increase can be traced to the use of sickness benefits in combination with maternity/parental benefits. About 10% of maternity/parental claims start with a sickness claim. Finally, there are also indications that year-to-year volatility plays a role and that the number of "short-term" sickness claims has also been rising.[25] We will continue to monitor the use of sickness benefits in the future.

2. *Impact of Reform Elements*

Hours-Based System

As in past years, the vast majority of special benefit claimants had a strong labour force attachment. Most claimants had little difficulty in qualifying for benefits. While entrance requirements are set at 700 hours in 1999/00, 89.6% of claimants had more than 910 insurable hours.

Family Supplement

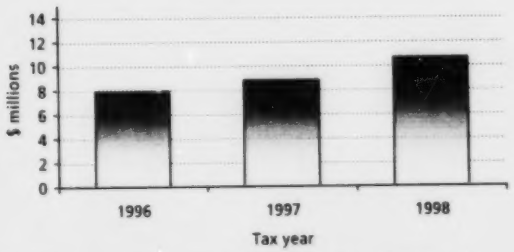
About 21% of maternity and parental benefit claimants and 13% of sickness benefit claimants received the Family Supplement in 1999/00. Receipt of the Family Supplement by maternity and parental claimants was relatively stable (+0.5%), while sickness claimants increased 12.1%. The average weekly top-up for special benefit claimants increased 13.0%, from $35 to $39. About $37.1 million in Family Supplement benefits were paid to special claimants. Family Supplement benefits paid to maternity/parental claimants increased 17%, while those paid to sickness claimants increased 26.2%.

The Family Supplement appears to be helping low-income families claiming special benefits to stay on claim longer. The average number of weeks for which special benefits were paid to low-income families who received the top-up was 22.1 weeks in 1999/00, compared to 18.9 weeks for claimants not receiving the top-up. At low benefit rates, the impact of the Family Supplement on the duration of a claim is even more pronounced.

Benefit Repayment Provisions (Clawback)[26]

The number of individuals who repaid special benefits went up by 20.4% to 10,689 between 1997 and 1998. As shown in Chart 15, the total amount repaid grew proportionally by 20.7% to $10.6 million. This suggests that individuals receiving special benefits on average repaid the same amount in both years. As special benefit repayment varies only as a result of shifts in income and/or benefits and there are no varying repayment rates/income thresholds, this result is not surprising. Recipients of special benefits are not subject to a phasing-in period, as usage history (beginning June 30, 1996) does not affect their clawback provisions. About 66% of claimants who repaid special benefits in 1998 were women, and 8% of claimants who repaid regular EI benefits were women. Analysis indicates that special benefits claimants affected by the clawback provisions in 1998 had to repay 23% of the benefits they received.

Chart 15:
Benefit Repayment,
Special Claimants



[25] Weeks of sickness benefits are considered "short-term" when they are claimed during an ongoing claim and do not exceed four weeks. In these circumstances, no medical certificate is required.

[26] Special benefits claimants with a net income above $48,750 are required to repay 30% of their net income above the threshold or 30% of benefits, whichever is less.

This chapter provides an update on partnerships with provinces and territories under the Labour Market Development Agreements (LMDAs).[1] The analysis focuses on results between April 1, 1999 and March 31, 2000, the fourth year that Employment Benefits and Support Measures (EBSMs) have been delivered under the *Employment Insurance Act*. The analysis compares data and results from 1998/99 with those for 1999/00. Evaluation data is also presented.

While reference is made throughout this chapter to the term EBSMs, it should be noted that in this report the term is also used to refer to similar provincial/territorial programs and services that, for reporting purposes, are categorized according to corresponding HRDC EBSMs.

There are five employment benefits (Targeted Wage Subsidies, Targeted Earnings Supplements,[2] Self-Employment, Job Creation Partnerships and Skills Development) and three support measures (Employment Assistance Services, Labour Market Partnerships and Research and Innovations). To be eligible for Employment Benefits individuals must be unemployed and have a current Employment Insurance (EI) claim or a claim that ended in the preceding three years. Those who began a maternity or parental claim in the preceding five years, after which they left the labour market to care for newborn or adopted children, are also eligible for Employment Benefits upon re-entry into the labour market. Support Measures are mechanisms that provide opportunities to individuals or communities to further their employment and labour market potential. In most cases these mechanisms focus on immediate employment assistance to individuals, but may be used to form partnerships for labour market research or for pilot projects seeking new approaches to address labour market issues. (Please refer to Annex 1 for a description of EBSMs and LMDAs.)

I. CLIENTS AND INTERVENTIONS

1. Overview

In 1999/00, somewhat fewer clients participated in EBSMs than in the previous year, but on average each client participated in slightly more interventions (please refer to Table 1).

Table 1

EBSM and UIDU* Interventions

Interventions	UIDU 1995/96	EBSM 1997/98	EBSM 1998/99	EBSM 1999/00
Total Long-Term Interventions	200,613 (45.4%)	217,759 (45.2%)	266,090 (41.5%)	212,090 (32.8%)
Total Short-Term Interventions	238,923 (54.0%)	257,732 (53.4%)	368,304 (57.5%)	423,798 (65.6%)
Pan-Canadian**	2,567 (0.6%)	6,568 (1.4%)	6,394 (1.0%)	9,951 (1.5%)
Total	**442,103 (100%)**	**482,059 (100%)**	**640,788 (100%)**	**645,839 (100%)**

Source: Client Data Set
*Unemployment Insurance Developmental Uses
**Prior to 1998/99 data was included under the heading of "other."

[1] For more information on the Labour Market Development Agreements (LMDAs), please refer to Annex 1 and Annex 3.1.

[2] Not implemented as of 1999/00.

During 1999/00 a total of 481,282 individuals participated in 645,839 interventions.[3] The number of clients in EBSMs decreased 4.1% while the total number of interventions increased 0.8% over 1998/99. The decrease in clients is consistent with the decline of the number of new EI claims noted in Chapter 2. On average, clients participated in 1.3 interventions each (please refer to Annex 3.2).

In 1999/00, 63.8% of those who participated in EBSMs had active EI claims, 15.2% were former claimants and about one in five (20.9%) were non-insured (please refer to Table 2 and Annex 3.3). The proportions of former clients and non-insured clients reflect slight increases from 1998/99 (0.4 and 2.6 percentage points respectively) while the proportion of active claimants declined by 3.1 percentage points. The increase in non-insured clients occured mostly in Alberta. The increase in the number of former claimants is due to efforts to help clients who remained unemployed after their EI claim ended. It should be noted that non-insured clients are eligible for short-term support measures but not income benefits. However, non-insured clients may have access to non-EBSM programs offered by the provinces/territories. Strong labour market performance may have enabled the focus on individuals who remained unemployed for an extended period of time. In addition to this, some provinces adapted their strategies to target high-risk clients.

Table 2

Participation by client type

	1997/98*	1998/99	1999/00
Active EI Claimants**	82.2%	66.9%	63.8%
Former EI Claimants***	17.8%	14.8%	15.2%
Non EI clients****	N/A	18.3%	20.9%
Total	**100.0%**	**100.0%**	**100.0%**

Source: Results Data Set
*HRDC did not differentiate between former and non-insured claimants in 1997/98.
** Refers to clients that were in receipt of EI Income Benefits
***Refers to "reachback clients" or those that had an active EI claim in the last three years (or five years, if they had a maternity or parental claim).
****Refers to clients who are not active or former claimants.

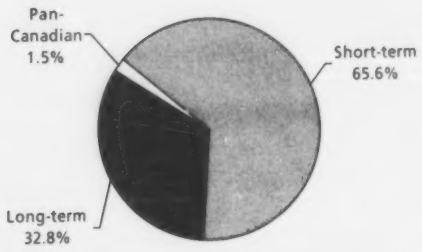
Ontario, Alberta and Quebec accounted for 67.5% of all interventions, while the Atlantic provinces accounted for about 12.1%. The number of interventions went up in Newfoundland, Prince Edward Island, Nova Scotia, Manitoba, Alberta, British Columbia and the Yukon while interventions in New Brunswick, Quebec, Ontario and Saskatchewan declined.

A changing mix in the use of long-term versus short-term interventions indicates some fine tuning of the approach to client service at the local level. In 1999/00, 65.6% of all interventions were short-term, 32.8% were long-term and 1.5% were classified as pan-Canadian interventions (please refer to Chart 1 and Annex 3.4).[4] As in past years, the mix of short- and long-term interventions varied across provinces and territories. This is as expected, since the LMDAs were designed to allow the flexibility necessary to meet client needs at a local level.

[3] Interventions refer to participants who started in a program or service between April 1, 1999 and March 31, 2000. It is important to understand that interventions are not representative of the number of clients served. For example, one client may have two different interventions thus resulting in a client count of one but an intervention count of two.

[4] Long-term interventions are normally more than a few weeks in duration and involve financial assistance to employers, third parties, or individuals to prepare clients for employment. Short-term interventions are normally limited in duration from a half day to a few weeks and participants, for the most part, are labour market ready. Other EBSM and pan-Canadian activities include interventions delivered under Aboriginal Human Resources Development Agreements as well as interventions delivered under the Fisheries Restructuring and Adjustment Measures.

Chart 1:
Interventions



Use of short-term interventions occurred most frequently in Quebec, Ontario, Manitoba, Alberta, Nova Scotia and British Columbia. Newfoundland, New Brunswick, Prince Edward Island and Saskatchewan tended to use long-term interventions most often.

2. Long-Term Interventions

There were 212,090 long-term interventions delivered in 1999/00, down 20.3% from 1998/99. Long-term interventions accounted for 32.8% of all interventions, from 41.5% in 1998/99. Over half of all long-term interventions were undertaken in Quebec, Ontario and British Columbia (please refer to Annex 3.4).

More than three of every five long-term interventions in 1999/00 were in Skills Development (please refer to Table 3 below). This reflects a continued emphasis on increasing skills as a means to help clients find and keep employment.

Since EBSMs were introduced in 1996, long-term interventions have represented a steadily decreasing proportion of total interventions. This change in the mix of programming coincides with a stronger Canadian labour market. More jobs available may have reduced the demand for long-term assistance. As noted in Chapter 1, unemployment is at its lowest rate since 1976.[5]

Labour market conditions are only one factor that may affect the use of long-term interventions. The *EI Act* favours short-term interventions as a means of getting people back to work quickly. This is reflected in an operational focus on unpaid benefits, which may also be linked to the relative decline in the use of long-term interventions. Short-term interventions have a greater impact on unpaid benefits since clients require income support for a shorter period of time than is the case with long-term interventions.

Policies must balance these considerations with client and employer needs and the skill level of the labour force. In some provinces/territories short-term interventions may have been used more often because they met the needs of the clients. Other jurisdictions may have chosen long-term interventions as a means to deal with chronic unemployment and/or skill shortages. Long-term interventions may also be chosen as a means to help those clients that face greater obstacles to employment. As such, an area that is dealing with clients that face significant labour market barriers may also tend to prefer long-term interventions.

As shown in Table 3, the overall mix of long-term interventions has remained relatively unchanged over the last three years, though it

Table 3

Distribution of Participants by Type of Long-Term Intervention (%)

	1997/98	1998/99	1999/00
Targeted Wage Subsidies	7.0%	11.5%	12.3%
Self-Employment	6.9%	6.4%	6.9%
Job Creation Partnerships	9.9%	10.9%	8.8%
Skills Development*	76.3%	71.2%	72.1%
Total**	**100.0%**	**100.0%**	**100.0%**

Source: Client Data Set

*Skills Development for the purposes of this table brings together the results of Training Purchases, Project-Based Training, Skills Development and what was included under Enhanced Feepayers in the 1999 edition of this report.

**Rounding may result in totals not equating to 100%.

[5] It is important to note that this statement applies nationally but may not hold true for individual jurisdictions.

should be noted that Job Creation Partnerships accounted for 10.9% of all long-term interventions in 1998/99 versus 8.8% in 1999/00. A strong labour market, which leads to less demand for this type of intervention, may have contributed to this decline.

The type of long-term intervention used is also dependent on local labour market circumstances. Depending on the area in question, one long-term intervention may be more appropriate than another. For example, an urban setting may make better use of a Targeted Wage Subsidy or Self-Employment Benefit while a rural setting with relatively fewer job opportunities may tend to rely more on a Job Creation Partnership.

3. Short-Term Interventions[6]

Short-term interventions increased by 55,494 or 15.1% to 370,818 in 1999/00. Short-term interventions accounted for a larger share of all interventions delivered, 65.6% in 1999/00 versus 57.5% in 1998/99 (please refer to Table 1 and Annex 3.4).

Short-term interventions, such as Employment Assistance Services (EAS), are best suited to those areas where the labour market is relatively strong. However, a short-term intervention, such as Individual Counselling or EAS, may be used as a vital first step in an action plan to prepare a client for entry into a subsequent long-term intervention.

As shown in Table 4, the percentage of EAS interventions increased by 12.5 percentage points, while Employment Group Services (EGS) interventions declined by 12.6 percentage points. Much of the decline in EGS was due to changes in results counting in British Columbia and Ontario, where the declines in EGS were concentrated. Declines in EGS were partially offset by the addition of Quebec data this year.[7]

Some of the increase in EAS interventions resulted from the reduction in EGS. EAS was used as an alternative intervention when guidelines on the use of EGS were changed in some jurisdictions. Participation in Individual Counselling increased by 8,292 participants or 25.8% over 1998/99. Individual Counselling maintained approximately the same proportion of short-term interventions as in 1998/99.

Table 4

Distribution of Participants by Type of Short-Term Intervention (%)

	1997/98	1998/99	1999/00
Employment Assistance Services	28.3%	52.8%	65.3%
Employment Group Services	50.7%	34.9%	22.3%
Individual Counselling	21.0%	8.7%	9.5%
Supplément de retour au travail	N/A	3.6%	20.9%
Total*	**100.0%**	**100.0%**	**100.0%**

Source: Client Data Set

*Rounding may result in totals not equating to 100%

4. Other Employment Benefits, Support Measures, and Pan-Canadian[8] Activities

Other EBSM and pan-Canadian activities made up the remaining interventions. These included interventions delivered under Aboriginal Human Resources Development Agreements as well as interventions delivered under Fisheries Restructuring and Adjustment Measures.

II. EBSM EXPENDITURES

There was little change in overall spending on EBSM delivery in 1999/00, while there were shifts in the amounts spent on various types of interventions (please refer to Annexes 3.5 through 3.7). Such shifts in spending

[6] Please see footnote 4.

[7] Quebec implemented Group Services interventions in 1999/00.

[8] Pan-Canadian activities refer to programs or services that are national in scope and are administered by Human Resources Development Canada.

correspond to the shifts in the mix of programming being delivered that were described in the previous section.

The total spent on EBSMs was $2.5B. In 1999/00, $2.1B was spent on EBSM Part II. Of this amount, $1.9B was spent on active measures under transferred and co-managed agreements and in Ontario. Approximately $197M was spent on pan-Canadian labour market activities administered by the Government of Canada. This included some activities that were administered through the Aboriginal Human Resources Development Strategy[9] and activities in support of youth employment and Fisheries Restructuring and Adjustment Measures. About $413M was spent on Part I income support for EI claimants who participated in Part II Employment Benefits.

EBSM Expenditures by Intervention ($000)

Interventions	UIDU** 1995/96	EBSM 1997/98	EBSM 1998/99	EBSM 1999/00
	Income Support/UI Chargeback	Part I and Part II	Part I and Part II	Part I and Part II
Long-term Interventions	1,704,574 (92.5%)	1,564,805 (78.2%)	1,679,255 (67.0%)	1,602,909 (64.4%)
Short-term Interventions	80,669 (4.4%)	237,932 (11.9%)	310,528 (12.4%)	370,818 (14.9%)
Other (includes pan-Canadian)	57,460 (3.1%)	197,573* (9.9%)	516,362 (20.6%)	514,019 (20.7%)
Total	**1,842,703 (100%)**	**2,000,310 (100.0%)**	**2,506,145 (100.0%)**	**2,487,746 (100%)**

Source: Client Data Set and the Corporate Management System
*Does not include $20.2M LMDA capacity costs nor $52.6M National pan-Canadian costs.
**UIDU is presented for information purposes only. Data is not comparable to other years.

The $2.5B spent on EBSM Part I and Part II in 1999/00 is approximately the same amount that was spent in 1998/99. The amount spent on Part I income support for 1999/00 represents a decline of $78M (-15.8%) from 1998/99. This may be attributed to the decline in claims noted in Chapter 2 of this report.

Long-term interventions account for a smaller share of total interventions delivered than do short-term. However, as indicated in Table 5, long-term interventions account for a larger share of total EBSM expenditures, since they tend to be more expensive to deliver. Long-term interventions accounted for 64.4% of total EBSM expenditures. This percentage has shown a steady decline as long-term interventions have represented a steadily smaller share of total interventions delivered each year.

Short-term interventions accounted for 14.9% of total expenditures in 1999/00. This is a slight increase over that reported for 1998/99. The continued increase in expenditures on short-term interventions is mostly due to increased expenditures on EAS.

No expenditures were recorded against either Employment Group Services or Individual Counselling since these are mostly salary items that are recorded under departmental and provincial/territorial operating budgets.[10] As a result, expenditures for short-term interventions are somewhat understated.

The remaining 20.7% of total expenditures, under "Other" was spent on Research and Innovation ($17.0M), Labour Market Partnerships ($204.7M), Labour Market Agreement Administration ($94.8M) and pan-Canadian activities ($1.1M in EI Part I and $197.1M in EI Part II). Most of these activities do not involve clients.

[9] EI Part II dollars represent approximately 25% of the total expenditures for this initiative. The remaining 75% comes from the Consolidated Revenue Fund.

[10] Since some Group Services and Individual Counselling are not funded through Part II, they are not EBSMs. However, for purposes of comparison with EAS they are considered in this chapter.

Much of the change in 1999/00 expenditure data reflects adjustments made in the mix of programming being delivered in each province and territory, as those responsible for delivery try to balance client needs with the goals of the *EI Act* and the changing requirements of the local labour market.

1. Cost per Intervention

For 1999/00 the average cost per intervention increased by $1,139 from $6,320 in 1998/99 to $7,459.[11] As in previous reports, average cost per intervention has been calculated in terms of both Part I and Part II expenditures for long-term interventions only. Short-term interventions and non-client based support measures such as Labour Market Partnerships were excluded from these calculations (please refer to Annex 3.8).

Average cost per intervention decreased in Nova Scotia, Manitoba, Saskatchewan, and British Columbia. The average cost per intervention increased in the remaining jurisdictions. The average cost for Alberta increased in 1999/00, partly as a result of the inclusion of Training Purchases and Skills Development in the 1999/00 data for Alberta.[12]

Comparing average costs across jurisdictions presents a challenge in an asymmetrical service delivery environment. Delivery of an intervention in one jurisdiction may be less expensive than delivery of the same intervention in another jurisdiction, depending on the method of delivery. Costs can also vary from year to year as a result of factors such as labour market conditions, wage levels or fluctuations in administrative costs.

Among long-term interventions, the highest average cost associated with an intervention was $12,195 for Self-Employment, up 3.6% from 1998/99.[13] The lowest average cost for an intervention was $5,559 for Targeted Wage Subsidies (TWS), which increased 27.7% from $4,352 in 1998/99. The increase in TWS may be due to variations in the amount and duration of the subsidy. This in turn can be affected by the labour market conditions that clients face.

The average cost of Skills Development should be noted. At an average cost of $7,189 per intervention, the average cost of Skills Development is slightly lower than the overall average cost of Employment Benefits. More was spent on Skills Development interventions in 1999/00 than on any other intervention. Skills Development accounted for approximately 40% of total spending in 1999/00.

III. RESULTS

The results in any one jurisdiction must be assessed in terms of the changing mix of programs and services offered to clients, the needs of the client population, and labour market characteristics. For some types of interventions, expenditures in one year do not produce results until the following year; therefore, current year results may not be directly related to current year expenditures.

In 1999/00 HRDC began a consultation process with the provinces and territories to further its work on a method of measurement to determine the longer term impacts of Part II

[11] Average cost calculations are at best a rough estimate given the possibility of carry-over. For example, in some instances expenditures for an intervention may cover two fiscal years while a client is only counted in the year they started their intervention. This acts to raise the cost per intervention in the subsequent year. Provincial methods of delivery may also involve fixed costs, which may cause fluctuations from one year to the next.

[12] In the case of Alberta, calculations were not carried out in 1998/99 for Training Purchases or Skills Development (formerly Skills Loans and Grants).

[13] Training Purchases and Project-Based Training data have been excluded from this analysis on the basis that it was phased out as of June 30, 1999. Future evaluations will provide information on the effectiveness of the Skills Development model of training.

programs and services. Presently HRDC reports on its key indicators (please refer to Annex 3.9) and secondary indicators, such as, the number of interventions (please refer to Annex 3.4). These may not be indicative of the longer term results achieved through the EBSMs.

1. Returns to Work[14] and Unpaid Benefits[15]

For 1999/00, a total of 293,270 EBSM clients returned to work (please refer to Annex 3.9). This was an increase of 26,162 clients (9.8%) over 1998/99. The resulting unpaid benefits for 1999/00 were $938.5M, a 2.3% increase over the previous year.

Employment Group Services (EGS)

Results recorded for EGS include only active claimants who participated in a group session where the content was geared toward getting claimants back to work quickly. Results indicate that returns to work for EGS declined 13,788 or 18.4% from 1998/99. EGS accounted for 20.8% of all returns to work in 1999/00, compared to 28.0% in 1998/99. Returns to work from EGS resulted in unpaid benefits of $335.4M (35.7% of total unpaid benefits) in 1999/00 as compared to $432.5M (47.1% of total unpaid benefits) in 1998/99.

The decline in the use of EGS interventions accounts for most of the decrease in EGS unpaid benefits, though a decline in the average unpaid benefit per client also played a role. Average unpaid benefits from EGS declined from $5,780 in 1998/99 to $5,495 in 1999/00. The decline in EGS unpaid benefits was offset by increases in other programs.

The decrease in EGS returns to work may be the result of closer attention to the type of EGS that are tracked for results. Some jurisdictions discontinued the tracking of some types of information sessions on the basis that results were not attributable to employability assisted services.

Apprentices[16]

Returns to work attributable to apprentices increased 22.6% over 1998/99. Apprentices represented 9.0% of all returns to work in 1999/00 as compared to 8.0% in 1998/99. Unpaid benefits attributed to apprentices reached $171.6M in 1999/00, compared to $166.0M for 1998/99. The percentage of unpaid benefits accounted for by apprentices was relatively unchanged at 18.3% compared to 18.1% in 1998/99. (please see Annex 3.9)

Aboriginal Human Resources Development Strategy

The Aboriginal Human Resources Development Strategy (AHRDS) administered EBSMs that resulted in the return to work of 4,286 Aboriginal clients. This represents an increase of 1,606 (60.0%) over 1998/99. Unpaid benefits also rose substantially (41.0%) from $5.5M in 1998/99 to $7.7M in 1999/00.

The increase in Aboriginal peoples returning to work and the resulting increase in unpaid benefits are attributable to an improved understanding of AHRDS programming and service delivery. As well, HRDC has refined its method of data capture. Aboriginal organizations have also contributed to this increase by improving their data input practices.

2. Participation of Members of Designated Groups

HRDC provides information on the participation in employment programs and services of the four designated groups -

[14] Returns to work is a success indicator that refers to the number of insured participants (including current and former Part I claimants) who are working in paid employment and have received support through active programs.

[15] Unpaid benefits is a success indicator that refers to the amount of unpaid Part I benefits to EI claimants, based on the difference between the maximum entitlement to regular income benefits and the actual payout in such benefits.

[16] Apprentices refer to individuals who go through a combination of on-the-job and classroom training for occupations that have been identified by provinces as trades for apprenticeship.

women, persons with disabilities, Aboriginal peoples, and visible minorities (please refer to Annexes 3.10 through 3.13). This practice will continue as part of the reporting on LMDAs. Information on designated groups is dependent on voluntary self-identification. As a result, some year-to-year differences may be due to differing levels of self-identification rather than actual changes in designated group participation. While progress has been made, incomplete data capture also continues to contribute to the problem of under reporting on designated group participation in 1999/00.

Women

Women participated in 44.2% of all interventions delivered in 1999/00, a slight increase from 1998/99. While this percentage is representative of women's proportion of the unemployed in Canada, their representation is notably different in long-term versus short-term interventions (please refer to Annex 3.10).

Of all short-term interventions delivered in 1999/00, women participated in 47.9%, up 1.6 percentage points from the previous year. This increase was mostly due to higher female participation in Group Services interventions. Women were less likely to be participants in long-term interventions, making up 38.5% of the participants in long-term interventions in 1999/00.

Persons with Disabilities

Persons with disabilities received more employment programs and services in 1999/00 than in the previous year. Persons with disabilities received 2.0% of all interventions delivered in 1999/00, up from 1.6% the previous year. Data from the province of Quebec have been excluded, as data could not be reconciled in time for inclusion in this report. However, estimates suggest that the participation of persons with disabilities in Quebec is similar to the 1.2% reported in 1998/99.

Aboriginal Peoples

The representation of Aboriginal peoples in EBSMs is unchanged from the 4.3% reported in 1998/99. Job Creation Partnerships (JCP) recorded the highest participation rate for Aboriginal peoples at 7.4% (please refer to Annex 3.12). The higher incidence of Aboriginal peoples in JCP as compared to other programs reflects the fact that many Aboriginal peoples live in rural areas where relatively fewer job opportunities make JCP a more often-used intervention.

Members of Visible Minorities

Members of visible minorities participated in 3.8% of the interventions delivered in 1999/00. This represents an increased proportion from 3.0% in 1998/99. Most of this increase reflects increased participation in short-term interventions. The largest increase occurred in Employment Assistance Services, for which the representation of visible minorities increased by 1.5 percentage points (please see Annex 3.13).

Data Capture Issues

In 1999/00, as in previous years, data for designated groups is difficult to interpret. Progress has been made with respect to data capture but further work is required. As a result, one must be cautious in basing decisions on data related to the EBSM participation of members of designated groups. We will continue to monitor and assess the situation in our effort to ensure fair representation of designated groups in EBSMs.

3. Audits

Through audits carried out by the Auditor General of Canada and HRDC's own Internal Audit Bureau, weaknesses in the administration of grants and contributions were noted. While the EI Part II Benefits and Measures were not part of these audits, the Department has introduced a six-point action plan, and other supporting initiatives, which are being applied in the jurisdictions where HRDC

delivers EBSMs, to ensure that the management of programs is of the highest order.

In all full transfer jurisdictions (please refer to Annex 3.1), provincial auditors certify financial statements for expenditures. The 1999/00 provincial audited statements are currently under review.

4. LMDA Implementation

Given the extent of the transfers done under the LMDAs, several provinces and territories faced significant challenges inherent in such a large-scale initiative in implementing these agreements. For example, in Quebec, where the transfer of responsibilities was among the greatest, three complex service delivery networks had to be integrated. Similarly, in Saskatchewan a network of 20 offices had to be integrated. In the Northwest Territories difficulties have been experienced in receiving client data.

5. Evaluation Findings

The *EI Act* calls for a review of the effectiveness and efficiency of the EBSMs to be included in the Monitoring and Assessment Report. The LMDAs also carry provisions for evaluations of their implementation and of the employment programs and services delivered under their auspices.[17] The following are the highlights of the formative evaluation findings to date:

Harmonization of Programs and Services

Most jurisdictions reported that, in general, there is still room to improve the co-ordination of programs. The consensus was that programs were mostly complementary. It was noted that although federal and provincial governments continued to offer employment-related programs, there was no apparent overlap as the programs targeted either different clients or the same clients at different stages in the process of returning to work. Partnerships, joint structures, co-location, and community consultation were believed to increase efficiency.

Local Flexibility

Most jurisdictions report that EBSMs are sufficiently flexible to be adapted to local needs. In most jurisdictions EBSMs are viewed as broad in scope and flexible in interpretation, thereby allowing decisions to be tailored to the circumstances of the community.

Although local flexibility in the design and delivery was seen as an asset in most provinces, it was also seen by some as a drawback. For example, in some instances, it was believed that program administration would have benefited from more central planning. Another drawback of flexibility was, in some instances, a perceived loss of consistency. However, there was no evidence that these inconsistencies affected client eligibility. One of the guidelines of the *EI Act* is that EBSMs be flexible to allow for significant local-level decision-making about implementation. Overall, the flexibility to tailor programs and services to local needs appears to be one of the major successes of the LMDAs.

Co-operation and Partnerships

Despite some inevitable adjustments in work processes, LMDAs have contributed to growing partnerships between and within governments. This has demanded a large investment of time and energy from all involved. A strong willingness to work together and a common commitment to maintaining

[17] Formative evaluation findings from 11 jurisdictions are included: Alberta, British Columbia, Manitoba, New Brunswick, Newfoundland/Labrador, Northwest Territories, Nova Scotia, Prince Edward Island, Ontario, Quebec, and the Yukon. Please note that the timing of each evaluation is determined by the date on which the LMDA was implemented. Availability of final reports is dependent on bilateral discussions between HRDC and provinces/territories. Full or preliminary evaluation data are now available from all jurisdictions with the exception of Saskatchewan and Nunavut. Nunavut signed an agreement in May of 2000 and Saskatchewan's evaluation is currently in progress. An LMDA between the Government of Ontario and the Government of Canada has not yet been concluded. As the *EI Act* calls for the monitoring and assessment of the EBSMs, a formative evaluation of the Ontario Region's EBSMs has been conducted and is reported here.

client service throughout the implementation process have characterized LMDAs. In some cases, co-operation was judged to have uncovered opportunities for improving efficiency and achieving economies of scale and has improved client service or a broader client reach.

Official Language Issues

LMDA implementation was examined to determine the level of access to services and levels of client satisfaction surrounding official languages. Full-transfer agreements contain commitments by the provinces and territories to ensure that programs and services will be delivered in both official languages where there is sufficient demand.

The evaluations to date suggest that the demands for service in either official language are being met. These findings apply to both English and French majority jurisdictions.

Access to Programs and Services

An important objective of the evaluations was to determine whether the programs and services delivered under the LMDAs are relevant to the needs of the individual client. Individuals knowledgeable on the delivery of the programs and focus group data suggest that EBSMs have been highly relevant to the needs of the EI client group, and that the majority of active EI claimants are being reached. Evaluations indicate that access is more difficult in rural or remote communities where distance and market size pose a challenge to service delivery.

Evaluations also suggested that Canadians whose first language is neither French nor English, or who have a low level of education, face significant barriers to EBSM participation.

The high level of access observed among the active EI client group presents only a partial picture of the level of EBSM access among the full population of clients served by local service delivery offices. Evaluation results suggested that, because the *EI Act* specifically defines the client group to be served, many individuals who might benefit from an intervention are not eligible. Ineligible clients include both unemployed individuals with no work history or too few hours to qualify, and employed individuals who require upgrading or retraining to improve their employment situation. Interviewees with individuals knowledgeable on the delivery of the programs and stakeholders indicated that they wanted better options to aid these individuals or the means to refer them to other sources of assistance. Commentary on the provisions of the *EI Act* was outside the scope of the evaluations. However, it was an important message that was echoed in several of the evaluation reports. It is important to note that non-EI clients can access Employment Assistance Services, Individual Counselling or (in some provinces/territories) programs offered by the provinces/territories.

Client Satisfaction with Programs and Services

Most clients report a high level of satisfaction with the quality of service associated with the EBSMs. Over three-quarters of participants rated service as good or excellent, while only 1 in 10 expressed dissatisfaction. Clients tended to report satisfaction with the quality of training, and indicated that their interventions had provided them with specific job-related skills, bolstered their motivation and goal-setting ability, and left them better prepared for a new job. Fewer clients were satisfied with the level of income/wages during EBSMs and the outcomes they achieved in terms of employment and earnings (with roughly 60% to 70% of clients satisfied).

Impact on Individuals

Most evaluations measure incremental impacts. In general, Self-Employment and

Targeted Wage Subsidies had a positive incremental impact on both employment and earnings. Job Creation Partnerships also showed a positive incremental impact on employment. Training shows positive significant impacts on earnings in a few jurisdictions. In the short term, reliance on income support appeared not to have been significantly reduced through EBSM participation, except for Self-Employment participants who have reduced their reliance on EI. It should be noted that, although the aggregate impact of a specific EBSM may have been small, results for certain segments of the population may have been more important. For instance, in one province, participation in Employment Assistance Services had no overall impact on current employment but was found to have positive results for urban participants. Results for rural participants were less clear. More definitive results will be available from the summative evaluations when there will have been greater time lapsed to detect impacts, particularly for interventions for which the expected time horizon until employment tends to be longer. It was also found that EBSM participation had positive effects on client attitudes and their feelings of well-being.

Impact on Communities/Employers

Evaluation findings suggest that EBSMs have been perceived favourably and that community groups have been pleased with the LMDAs' emphasis on community capacity building and helping people get back to work. Evaluations suggest that EBSMs may have already had some impact on local employment. Examples include Labour Market Partnerships for which labour market research was used to match training to local needs; and initiatives, which often led participants to subsequently hire others from the community to work in their newly established businesses.

Monitoring and Accountability

Information exchange is an area requiring further work. Data integrity and data capture systems continue to present a challenge given the complexities and incompatibilities when exchanging data between provinces/territories and HRDC.

In general, day-to-day reporting of management information was problematic (e.g., producing client and intervention activity reports). In some cases, local software was incapable of producing daily reports, and reports on results produced by National Headquarters were not sufficiently timely. Evaluations suggested that there is a need to clarify definitions and the use of results measures to obtain more detailed data, to enhance the connectivity between systems, and to improve the timeliness and accuracy of data entry and reporting. HRDC and provinces/territories are working together to manage and resolve these issues.

This chapter assesses changes made in the financing structure of Employment Insurance (EI) and reports on efforts to provide high quality services to Canadians.

I. FINANCING STRUCTURE

1. First Dollar Coverage

In 1997, EI reform brought in a new method for calculating premiums. Under the new structure, employers and employees pay premiums on all earnings from the first dollar onward, up to an annual maximum of $39,000. This system is considered more equitable and also easier for employers to administer than the previous one, which used a weekly minimum and maximum for calculating insurable earnings.

The removal of the weekly minimum as a criterion for eligibility also had the effect of bringing workers with low incomes into the system. As reported in the 1999 Monitoring and Assessment Report, the extension of coverage to those working less than 15 hours resulted in a small 1% increase in contributions to the EI Account, but a larger (2.3%) benefits pay-out per job separation.

Another way of assessing whether first dollar coverage has been effective in improving coverage for workers with low incomes is to look at the number of beneficiaries receiving $50 or less in benefits, corresponding to annual revenue of less than $5,000. The number of beneficiaries in this category has more than doubled between 1996/97 and 1997/98.

Furthermore, the use of annual maximum insurable earnings as opposed to weekly maximums equalized the contributions of workers with similar annual earnings but different work patterns (e.g., seasonal workers). Under the system of first dollar coverage these individuals have to contribute on every dollar earned up to an annual maximum of $39,000. The proportion of contributors with $39,000 of insured earnings to all contributors increased from 16% in 1996 to 24% in 1997 to 25% in 1998. While a portion of the substantial increase between 1996 and 1997 is attributable to the strong economic growth and wage increases (average wage earnings increased by 2% between 1996 and 1997), the greater part is due to first dollar coverage. The industrial sectors that have recorded the largest increases in the proportion of contributors at the maximum insurable earnings were construction, manufacturing and transportation and storage. Economic growth was the main factor for the increase between 1997 and 1998.

2. Premium Refunds

In order to reduce the impact that first dollar coverage would have on low-income earners, individuals with $2,000 or less of insured earnings have their premiums refunded under the EI program.

In 1998, over 1.2 million individuals were eligible to receive the refund, an increase of 8.9% from 1997. However, approximately 31% of these individuals did not file a personal income tax return and consequently did not have their premiums reimbursed. As a result, 838,620 individuals received a premium refund in 1998, 21% more than in 1997. These individuals were refunded nearly $23 million, an increase of 17% from 1997. Of those receiving the refund, 58% were women; 45% were under the age of 25; and another 35% were between the ages of 25 and 44.

The service-producing sector accounted for 75% of premium refunds. Retail trade, accommodation, food and beverage services, and other service industries, typically composed of part-time earners, accounted for 48% of the refunds.

3. New Hires and Youth Hires Programs

The New Hires Program was a two-year program that provided transitional relief to small firms facing an increase in EI premiums in 1997 and 1998. Under the program, small businesses with employer premiums up to $60,000 in 1996 could be eligible to receive up to $10,000 of assistance in each of the two years. Firms could receive a 100% refund in 1997 and 25% in 1998, on any increase in premiums above $250 from the amount they contributed in 1996. Firms expected to benefit from the program included those that hired new employees and those with part-time employees who paid EI premiums for the first time as a result of moving to first dollar coverage.

Under the New Hires Program, eligible firms have up to three years to claim their refunds. For this reason, the monitoring process is ongoing and the information concerning 1997 and 1998 refunds will not be final until 2000 and 2001, respectively. The 1997 tax files indicate that for the first year of the program approximately $275 million in EI premiums was refunded to 173,000 employers. It is estimated that approximately 336,000 employers are eligible for a premium refund, and that the number of applications could rise to between 180,000 and 200,000 - a possible take-up rate of close to 60%. While the projected take-up rate has improved from around 50% in the last reporting year, there are still improvements to be made in increasing awareness of the program. The 1998 tax files indicate that for the second year of the program approximately $94 million in EI premiums was refunded to some 150,000 employers. The cost in the second year was originally expected to be $115 million, but this is again subject to employers submitting claims within three years.

In 1999, a new program entitled Federal Youth Hires began.[1] It provides EI premium relief for employers who expanded their youth payroll in 1999 and 2000. All employers (not just small businesses), who expand the employment of youth aged 18 to 24 years old are now entitled to receive some premium relief. Under the program, the total EI premiums employers pay for youth will be no more than they paid in 1998. There will be no maximum premium relief amount.

Anticipated refunds under this program were estimated at $100 million for each year, but once again the exact amount will depend on the number of young people actually employed by firms and on their earnings. The preliminary 1999 tax files now indicate that for the first year of the Federal Youth Hires program, approximately $155 million was refunded to 269,000 employers. Strong employment gains noted for youth in Chapter 1 were a factor in the larger than expected refunds. In addition, a decision was made to adopt a more proactive approach to ensure that all eligible employers would quickly receive the refunds to which they were eligible rather than wait for their applications.

[1] All employers are eligible to participate in this program. Information regarding the program is available at Canada Customs and Revenue Agency offices and on the Internet at http://www.ccra-adrc.gc.ca (Forms and Publications).

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II. QUALITY SERVICE INITIATIVES

Key Facts

- About 1.7 million new and 0.9 million renewed claims annually (see Chapter 2 for details)
- 96.7% of claims in pay within 28 days
- Over 100 points of service
- Approximately 70% of claimants file their claims at EI kiosks
- About 45% of claimants are on direct deposit, eliminating over 2 million pieces of mail per year
- Working in partnership with outside organizations to address issues such as the error rate and Record of Employment (ROE) online
- The Automated Voice Recognition System (AVRES) answers around 30 million calls per year and EI Telephone Centres handle over 7 million calls

1. Balancing Speed of Service and Quality

In the continuing effort to improve the administration of the EI program and provide better service to clients, a review of the existing performance measurement system was undertaken over the course of the 1999/00 fiscal year. Current key performance measures, such as the speed of payment of benefits, the speed of scheduling of Board of Referees appeal hearings and savings generated from control activities, already provide a focus for staff and managers in the delivery of the program. A broader, more balanced performance measurement system would encourage a focus on clients as well as financial, operational and internal organizational issues that are equally important in the administration and delivery of the EI program.

Work on the development of a "balanced scorecard" approach to performance measurement - that is, an appropriate balance between speed of service and quality of service - has begun. Efforts will continue over the course of fiscal year 2000/01 to better specify the necessary measures and ensure that an overall scorecard for the EI program can be developed.

2. Employment Insurance Quality Management Initiative

To address the issue of the quality of decision making and to address the EI error rate and the overall service quality at the local level, HRDC put in place the Employment Insurance Quality Management Initiative in the fall of 1999. The main goal of the initiative is to implement a framework for continuous improvement of the quality of all Insurance service delivery. This was solidified through a national Quality Management Policy issued on March 31, 2000.

In addition, a National Insurance Quality Management Committee was formed, comprised of members from national headquarters and each of the regions, which meets regularly. Each region developed and implemented an action plan to redress situations where improvement was required. Staff involved in the delivery of services has been involved in this process and has provided feedback leading to improvements.

Each region provides quarterly reports to national headquarters detailing actions taken to improve services. A national workshop for regional quality coordinators was held at the end of November 2000 to review and update the Quality Management Policy.

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3. Administrative Simplicity for Employers

As stated in the 1999 Monitoring and Assessment Report, a survey was conducted with employers in March 1999 to determine their satisfaction with the revised Record of Employment (ROE) form. The survey confirmed that the completion process was simpler and easier, less time-consuming, and less costly than its predecessor. It is also much simpler to store the data required for the ROE.

To determine the value of these savings, another employer study was conducted in the fall of 1999. This study indicated that the changes resulted in $32.3 million (40%) savings in administrative costs over those expressed in 1993/94, the last time the costs of administering the ROE were quantified. The survey concluded that the time required to complete and issue an ROE was reduced by more than half since 1994, but that the entire savings in required time did not result from a simpler process. From the employers' perspective, the timesaving is in part due to the changes introduced as part of EI reform, especially the shift to counting all hours of work. As well, employers are experiencing a significant reduction in the number of follow-up calls from HRDC claims-processing staff and 46.8% less post-audit inquiries, resulting in 28.7% less ROEs needing to be re-issued.

4. EI Internet Development

As an active participant in the Government Online initiative, HRDC has moved forward in two key areas: online EI information and EI Technology Pathfinder projects.

Online EI information is being restructured using a client-centred approach. Information will include EI program features as well as information on EI services (and what clients can expect in terms of service), access to key legal and regulatory documentation, related jurisprudence, and basic e-mail support to client inquiries.

EI Technology Pathfinder projects will provide all Government programs with valuable findings in terms of developing e-government services for clients and businesses. Appli-web - an online facility for clients to submit an application for EI benefits - will be expanded to include full online capability for conducting all associated transactions for end-to-end payment processing and direct deposit to financial institutions. The second pathfinder project, ROE-web, involves establishing a secure channel for transmitting data from employers to government, greatly reducing administration costs for all parties while improving the reliability of data, and as a result reducing the incidence of incorrect pay-out from the EI account.

5. The Plain Language Project

The Plain Language Project was conceived during EI reform and began with a partnership with the Department of Justice forged in early 1997. Its purpose is to simplify the *EI Act* so it is user-friendlier to clients, and advocates representing claimants and the general public. An advisory group has been formed with the assistance of the Commissioners for Workers and Employers to include our social partners from the private sector and government, thereby ensuring a broad consensus on the development of the project.

Several essential design elements of the project have already been completed, including the design of a structure for the Act; the development of a navigation template; and the development of templates for drafting. Seventy-five percent of the drafting for the first module (EI Benefits) is also complete, and there has been readability testing in co-operation with the University of Ottawa.

A workplan of activities has been developed around four main activities: drafting of the legislation, awareness, consultation regarding plain language techniques, and parliamentary procedure. Consultations on these issues are planned with several interested parties such as Parliament, users-claimants, HRDC, Justice, and international experts on plain language. It is anticipated that the EI Bill will be ready, possibly in the fall of 2002. The resultant product could serve as a prototype for future legislative drafting in Canada.

6. Telephone Services

General inquiries and payment details are answered using the EI automated voice response applications. Claimants can also access expert service for complex inquiries, claim renewal and non-discretionary decisions from 11 Telecentre sites across Canada. In addition to local and long distance telephone access, an evaluation of the impact of e-mail service by Telecentres began in the fall of 1999. The evaluation continued in 2000, involving the Quebec Telecentres as a pilot project. The results of the evaluation will determine required system development, workflow, as well as standards and best practices needed for future national implementation.

Subsequent to the national implementation of Teledec (telephone declaration) and Direct Deposit in 1999, additional process improvements were introduced at a lead site. These improvements allowed the timeline to deposit payments to be reduced from three business days to two business days after completion of a successful Teledec report. Focus testing of Teledec and Direct Deposit with users and non-users was also conducted in 1999. Users of the service found it to be easy, convenient and timesaving over the traditional paper process. The results also indicated that, in order to encourage non-users to use the services, there is a need to continue to increase awareness of the Teledec and Direct Deposit services. Insights from the focus tests have helped to form the system and communication improvements that were the basis of our work in 2000.

7. Staff Training

Training for the 8,000 dedicated EI claims processing staff and 1,100 workers at the EI Telecentres received a high priority in 1999/00.

Thirty-one of the 34 general training modules were completed and made available to staff on the Intranet, and 8 of these are available in both classroom and computer-based methodologies. There are also eight computer-based training (CBT) modules available. Two new CBTs are being developed and three others are being redesigned. In addition, three job aids are also available (electronic fact-finding guide, electronic computer reference guide and paper Disqualification/ Disentitlement guide).

The *Fundamentals of Insurance Leadership* course (for Insurance team leaders/managers) was also rolled out in the fall of 1999, and has been delivered by each region. The course focuses on technical knowledge for one week, and on skills/coaching for commitment and leadership styles for the other week. A writing skills course has also been developed for Insurance staff, and 13 learning tools have been instituted for regional consultants.

8. Social Insurance Number

The *EI Act* provides for the administration of the Social Insurance Number (SIN). The Government of Canada is taking action to improve the management of the SIN, to prevent and deter fraud. The Government of Canada is aware of the importance of privacy to Canadians and is taking action to protect it.

The new *Personal Information Protection and Electronic Documents Act* will help safeguard the privacy of Canadians and will guide the use of the SIN, both in the public and the private sectors. A public awareness campaign commenced in the fall of 2000, in order to inform Canadians on the proper uses of their SIN.

Acting on the Auditor General's 1998 report concerning the management of the SIN, HRDC has responded by: annotating (flagging) the accounts of 5.4 million SINs that have not been used in the last five years; reducing the count of purported living SIN holders over the age of 100 by 308,000; creating a SIN investigation unit which will monitor SIN investigations nationally; and tabling the final SIN working group report. Implementation plans were being developed and recommended improvements commenced in the fall of 2000.

The SIN Teleapp pilot project was run in 1999, allowing New Brunswick residents to apply for a SIN number over the telephone. The project was deemed a tremendous success and the service is now offered to New Brunswick residents as a regular option when applying for a SIN. A national rollout of the program is being considered.

9. Public Liaison Officer

Public Liaison Officers (PLOs) play an important role in providing quality service to Canadians by putting a human face on the EI program. The PLOs represent the EI program in the community, through contacts with employers and claimants, as well as the media. Many PLOs appear on radio and television programs to explain the program, and several have regular columns in local newspapers.

PLOs also have significant responsibilities for serving clients at the local Human Resources Centres. Clients with the most difficult problems are sent to the PLOs for detailed explanations of decisions, or referred to other agencies that may help with a particular problem. It is also part of their role to monitor how the office provides service and suggest improvements.

10. Group Information Sessions

The overall objectives of the national Group Information Sessions (GIS) activities are to provide the highest quality service to clients, help people return to work as quickly as possible and reduce dependency on the EI program. In the shift from detection to prevention, increased emphasis has been placed on communicating HRDC's messages to clients in person. Clients, in groups of varying sizes, are directed to attend a session, preferably in the early stages of their EI claim (e.g., in the first few weeks.) Information is provided to them on the programs and services available to assist them in becoming re-employed, as well as their rights and obligations under EI. This seeks to help them better understand the program so that they are more likely to make informed decisions. Ideally, the sessions involve staff from across HRDC.

While the main goal of GIS is communicating with clients, failure to attend can also lead to loss of benefits. For instance, a person may have started back to work and not told us, may be out of the country, or not willing to actively look for work. In 1999/00, this led to savings to EI in the amount of $146.6 million.

HRDC is providing frontline staff with comprehensive guidelines, policies and procedures to ensure that GIS implementation is fair and consistent across the country. An automated data capturing system that will gather, track and report on GIS continues to be developed.

11. Investigation & Control Savings

Even though the vast majority of employers and claimants who participate in the EI program are honest, protecting the integrity of the EI Account requires that HRDC take steps to detect and prevent fraud. In the majority of cases the failure to report income is unintentional and results in the assessment of an overpayment.

Prevention continued to be a focus for Investigation and Control (I&C) as it reduces inappropriate payments and lessens the financial hardship for claimants. In 1999/00, I&C activities resulted in $573 million in total savings to the EI account, representing a saving of $10 for every dollar spent on I&C activities. Savings were comprised of overpayments ($190.4 million), administrative penalties ($95.5 million), and the value of benefits not paid out ($287.2 million).

The reduction in total savings to $573 million from $703 million the previous fiscal year was due in part to the shift to preventative activities, and the suspension of the Customs data match program due to a legal challenge (approximately $70 million).

12. Undeclared Earnings

In mid-December 1999, the Canada Employment Insurance Commission adopted a new regulation to eliminate the practice of assigning undeclared earnings into a calendar week where the claimant did not work and had no earnings. As intended, it allows earnings to be accurately applied to and deducted from benefits in respect of the precise period during which they were earned.

Regions have reported their general satisfaction with the new Undeclared Earnings policy. It is resulting in fewer overpayments for claimants than was previously the case. A complete monitoring process of the new provisions on undeclared earnings was undertaken during the fall of 2000, and could lead to further refinements. The study will identify problems related to the administration of the new regulation and policy, and ensure that the intended effects have been attained.

13. EI Economic Regions

Under the EI program, specific entrance requirements and benefit entitlements depend on the unemployment rate in the applicable economic regions, which are established under the legislation. The EI Regulations require that the boundaries of EI regions be reviewed at least every five years. The last revision took place in 1996, and before then, in 1990. During 1999/00 the Department carried out its five-year review of the EI economic regions. It was planned to adopt the resultant regulations in the fall of 2000.

In this chapter we bring together the analysis of each of the preceding chapters and briefly discuss Employment Insurance (EI) and the labour market and the impacts of EI on individuals and communities. Employment Benefits and Support Measures (EBSMs) and the degree to which savings are being achieved are also discussed.

I. OVERVIEW

Throughout this report the strong performance of the Canadian economy and labour market during 1999/00 has been noted. During the reporting period the economy generated more job growth than in any fiscal year since 1987/88. The strong growth led to 107,000 fewer unemployed Canadians and a decline in new regular claims of about 127,000 or 8.5%. Employment growth was also positive in all provinces and declines in new regular claims were noted in each instance (please refer to Table 1). Overall, results indicate that the strong economy should be seen as the key factor behind the decreased reliance on the program over the period.

The strong labour market and resulting decline in regular claims also meant that about 4% fewer people participated in EBSMs during 1999/00. The slower rate of decline in EBSMs in comparison to regular benefits can be linked to increasing participation of clients who received services but not income benefits. While active claimants (those who receive services and income benefits) continue to represent nearly two-thirds of all EBSM clients, results indicate that participation by this group fell 8.4%, reflecting the drop in regular claimants. The number of former claimants also decreased by 1.3%, while the number of non-insured clients increased by 9.6%.[1] There are indications that strong labour market performance over the period may have enabled a focus on individuals who remained unemployed for an extended period of time.

II. EI AND INDIVIDUALS

1. Supporting Working Individuals and Their Families

Even with the strong economy, EI remains an important program to working Canadians and their families. Not all communities share equally in the prosperity and several parts of Canada continue to experience unemployment rates in excess of 10%. Results indicate that Canadians filed about 1.4 million new regular claims during the period and about half a million people accessed EI funded active measures to help them return to work. These

Table 1

Employment Growth and Regular Claims

Province/Territory	Employment Growth 1998/99 - 1999/00	% Change in new regular claims 1998/99 - 1999/00
Newfoundland	+5.1%	-3.9%
Prince Edward Island	+3.5%	-6.4%
Nova Scotia	+3.0%	-1.6%
New Brunswick	+2.2%	-4.2%
Quebec	+2.4%	-3.2%
Ontario	+3.6%	-13.0%
Manitoba	+1.5%	-7.8%
Saskatchewan	+1.6%	-10.9%
Alberta	+2.4%	-18.6%
British Columbia	+1.9%	-13.7%
Northwest Territories	N/A	-2.4%
Yukon	N/A	-8.3%
Canada	**+2.8%**	**-8.5%**

Employment growth figures are taken from the Labour Force Survey, which does not cover the Northwest Territories or the Yukon.

[1] Non-insured clients are only eligible for Support Measures, which are short-term interventions.

results are important because they confirm that despite a strong economy, many Canadians still need to access EI for support in making transitions back into the labour market and between jobs.

It is also worth noting that past experience suggests economic growth and reliance on the program are cyclical in nature. When growth recedes and unemployment rises, Canadians turn to EI for support through less prosperous times. Analysis on coverage presented in Chapter 2 is particularly instructive here. It indicates that 88% of Canadians in paid employment would be able to access EI if they lost their jobs. In 1999, there were 12.07 million working Canadians in paid employment.

EI also plays an important role in supporting working Canadians in their efforts to balance their labour market responsibilities and the need to maintain their own well-being and that of their families. During the reporting period, Canadians filed 401,410 claims for special benefits (sickness, maternity or parental benefits). This represents an increase of 3.1% over 1998/99. While it is clear that growth in maternity and parental claims are driven by demographic factors such as birth and adoption rates, the analysis of sickness claims uncovered important linkages with economic growth. When growth is stronger, the number of sickness claims tends to rise. Overall though, the slight shift toward special benefits observed during the past few reporting periods is to be expected in a period of rapid employment growth and lower unemployment, as fewer people need to access regular benefits.

It is also important to note that the Family Supplement continues to provide higher levels of benefits to claimants in low-income families with dependent children than would have been the case under UI. In Chapter 2, we noted that about 11% of all EI claims received higher weekly benefits through the Family Supplement and that payments increased 10% to $161.2 million. Average weekly top-ups to EI benefits increased to $43 in 1999/00, up from the $14 extra paid under UI.

2. Exhaustion of Benefits and Income Adequacy

Concerns were raised during EI reform that changes reducing the length of entitlement could result in higher numbers of individuals exhausting their benefits, thereby causing them to turn to social assistance. Analysis presented in Chapter 2 indicates that claimants use less than two-thirds of their entitlement on average and that they are less likely than before EI to exhaust their benefits and turn to social assistance. Results also show a decline in the number of seasonal workers who exhaust their claim before the new "season" begins ("gappers"). Analysis presented later in this chapter on community adjustment shows that the average proportion of entitlement used by claimants before returning to work rarely exceeds 70%, even in high unemployment communities.

Concerns have also been raised about whether EI benefits are adequate. Research confirms previously published results that only a small proportion (about 12%) of those who became unemployed experienced a drop in household consumer spending one year later. While these results are encouraging, it is important to recall that there has been very strong economic growth in the period following the implementation of EI reform.

3. Men and Women

In previous reports it was emphasized that the different labour market patterns of men and women influence their participation in EI. This year is no different. Regular EI claims by men fell by 11.0% in 1999/00 compared to a drop of 4.7% for women. In the previous two reports,

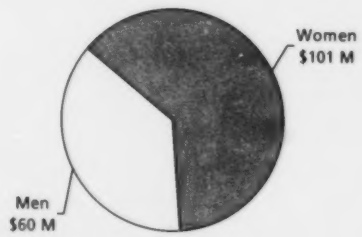
women's claims had been dropping more quickly than men's claims. This was partly attributed to the lower likelihood of women being employed in seasonal industries and to higher growth in industries such as health and education where they tend to be highly represented. Over this reporting period a steeper decline in new claims for men than women was observed, which was traced to the decline in claims for industries where they tend to be highly represented such as manufacturing and construction. For example, men's regular claims dropped by 13.0% in manufacturing and by 9.0% in construction.

The higher eligibility requirements for new entrants and re-entrants also continue to have an impact on women because they are more likely than men to move in and out of the labour market and more likely to have not worked in the past year. As a result, they are more likely than men to be subject to these provisions.

As in prior reporting periods, men continue to be more likely than women to be affected by the intensity rule because they are more likely than women to be employed in industries where workers make frequent use of EI. For example, about one-half of men's regular and fishing claims were affected by the intensity rule versus about one-third of women's claims. Men are also more likely than women to be affected by the benefit repayment provisions because they tend to have higher net incomes. Results indicate that more than two-thirds of claimants affected by the intensity rule were men and 87% of claimants affected by the clawback were men. The number of men affected by the clawback increased by 48.2% between 1997 and 1998 and the amount of benefits that men repaid increased by 86.3%. In comparison, women's claims affected by the clawback increased by 25.4% and the amount that they repaid was up 27.3%.

Some elements of EI that affect women include special benefits, the Family Supplement, the small weeks pilot project and premium refunds. In Chapter 2, it was noted that three-quarters of all claimants of special benefits were women, and they accounted for 95% of claimants filing parental benefits claims by biological parents. Women also made up 60% of sickness claims. In addition, nearly two-thirds of Family Supplement payments were made to women, despite the fact that they accounted for less than half of all EI claims (refer to Chart 1). Women were also about twice as likely as men to file claims with small weeks.

Chart 1:
Family Supplement Paid



Additionally, in Chapter 3, it was noted that women's participation in EBSMs increased slightly in 1999/00. They now participate in nearly half of all interventions. Their representation remained stable in long-term interventions and increased slightly in short-term interventions. Results presented in Chapter 4 indicate that 58% of those who received premium refunds were women.

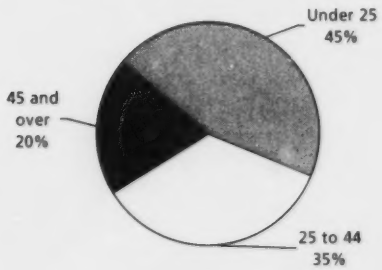
4. Youth

In Chapter 1, it was noted that employment growth for youth was concentrated in full-time positions in 1999/00. This is significant because prior to mid-1997, youth employment was declining and since 1997, most of the employment created for youth has been part time. As a result of their strong full-time employment growth during this reporting period, new regular claims by youth dropped by 9.4%.

An important element of EI that affects youth is the higher eligibility requirements for new entrants. These rules were designed to ensure that workers, especially young people, establish a more significant attachment to the labour force before collecting EI benefits. In earlier reports it was noted that this element of the program was working as expected. By raising the number of hours it takes for youth to qualify for regular benefits, the new entrants and re-entrants rules are encouraging stronger labour force attachment. As noted later in this chapter, EI also established higher earnings-based thresholds for new entrants and re-entrants to the fishery. Results for fishing benefits indicate that an important consequence of the relatively low earnings-based entry requirements is that new entrants and re-entrants to the fishery may be qualifying for benefits without difficulty.

In Chapter 4 some key features of EI financing that affect youth were highlighted, including premium refunds, the New Hires Program and the Federal Youth Hires Program. About $23 million in premiums were refunded to over 800,000 low-income contributors in 1998. Nearly one-half of those receiving the refund were youth (refer to Chart 2). The New Hires Program was a two-year program that provided transitional relief to small firms facing an increase in EI premiums in 1997 and 1998. The 1998 tax files indicate that for the second year of the program approximately $94 million in EI premiums was refunded to some 150,000 employers. The Federal Youth Hires Program replaced this program in 1999 and is designed to provide relief of EI premiums to employers who expanded their youth payroll in 1999 and 2000.

Chart 2:
People who Received Premium Refunds



5. Frequent Claimants

Analysis in this report indicates that the link between economic growth and frequent use of the program is not necessarily straightforward. As noted in Chapter 2, the share of benefits paid to frequent claimants has declined only slightly since the reform. Most of the recent decline in frequent claims can be traced to non-seasonal workers, whose claims fell by 18.4% over the reporting period versus 6.5% for seasonal workers. This result is significant because it suggests that the nature of seasonal work and the lack of other employment opportunities in the "off-season" means workers may continue to use the program even in a period of strong growth. It is also important to note that strong employment growth in seasonal industries, such as that noted in the construction industry during this reporting period, could eventually lead to more claims as growth slows down. However, results for frequent claimants suggest that providing passive income support through EI may not necessarily be a sufficient response to issues faced by seasonal workers. There is also a need to build community capacity and stimulate local economies to provide sustainable alternatives to seasonal work.

6. Fishers

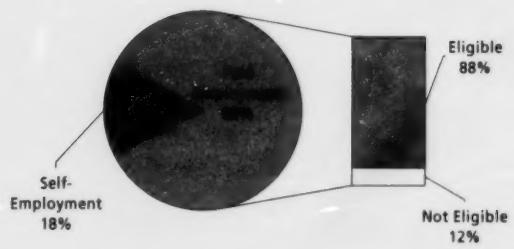
As a proportion of total claims and benefits, both fishing claims (1.5%) and fishing benefits paid (2.3%) represent a relatively small part of the program. However, it is clear that EI plays a fundamental role in supporting the fishing industry and the communities that depend on

it. As mentioned in earlier reports, we have noted that changes in fishing benefits are tied to changes in the value of resources harvested because eligibility for fishers is based on insured earnings instead of insured hours of work. Fishers can qualify for benefits with a minimum of between $2,500 and $4,199 in insured earnings. For new entrants and re-entrants to the labour force a minimum of $5,500 of fishing insured earnings is required to qualify. Results for 1999/00 indicate that virtually all claimants for fishing benefits have more than $5,000 of insured earnings. Nearly 12% of fishers made claims in consecutive seasons (multiple claims), up slightly from last year. As noted in past years, these results suggest that earnings-based entry requirements may be too low given the level of revenues in the fishery.

7. Coverage

A range of measures for understanding access to income benefits was explored in Chapter 2. Analysis that focused specifically on the effectiveness of EI in providing coverage to the *employed* population was introduced. It indicates that 88% of paid workers would have met the eligibility requirements and received EI benefits in the event of job loss. The remaining 12% would have insufficient insurable hours. This is significant because paid workers make up 82% of all those people employed (refer to Chart 3).

Chart 3:
EI Eligibility of the Employed, 1998



Access to EI income benefits was also examined using the beneficiary to unemployed ratio (B/U ratio) and the Employment Insurance Coverage Survey (EICS). The focus here was on people who were *unemployed*. Analysis of the B/U ratio indicates that after a period of decline due to program and labour market changes, the measure has leveled off at about 45% since 1997. While the B/U ratio has the advantage of simplicity, it is too broad because it includes groups for which EI and UI were not designed, such as those who were formally self-employed and those who have never worked. The level of the B/U ratio is an indication that EI is a targeted program, focusing on those who are in paid employment and those who lose their jobs through no fault of their own. Analysis using the EICS survey focuses more clearly on the target population of EI and allows a better understanding of how effective the program is in providing coverage to those for whom the program was designed. This measure indicates a high degree of program effectiveness, with 80% of those for whom the program was designed actually eligible to receive benefits.

However, it is important to note that EI provides more than income benefits. Results from Chapter 3 indicate that many Canadians who are not eligible for income benefits still receive assistance in finding and keeping work. During the reporting period, about 36% of participants in Employment Benefits and Support Measures were former and non-insured clients and therefore fell into this category. It is also worth noting that many other Canadians access information on jobs and the labour market through local offices and Internet sites and are not counted.

III. EI AND COMMUNITIES

The impact of EI on 14 representative communities has been studied through the *Community Perspectives* exercise and results have been published in previous Monitoring and Assessment Reports.[2] Up until this point, we have placed a great deal of emphasis on capturing views of Canadians via focus groups about the transition from UI to EI. Focus group results indicated that people had adjusted to EI and attitudes towards the program were changing. With EI more fully implemented now, we thought it would be useful to take a snapshot of the 14 communities, focusing more specifically on how the program responds to the local economy and labour market conditions.

While the preceding analysis of EI and the economy emphasized the strong overall performance of the economy and labour market, it is clear that not all communities benefited equally. EI recognizes this reality by maintaining the system of variable entrance requirements with regionally extended entitlement periods introduced under UI in the 1970s. Generally speaking, when unemployment rates move lower and job prospects improve, entrance requirements are adjusted upwards and the maximum period of time a claimant can spend on benefit (entitlement) is adjusted downwards. The following analysis explores how entrance requirements and entitlement periods are adjusted to better meet local labour market conditions.[3] It also looks at the proportion of entitlement that claimants use before returning to work.

1. Atlantic Communities

The four communities in the Atlantic region are Clarenville (population: 33,000), Truro (population: 53,000), Miramichi (population: 48,000) and Prince Edward Island (population: 132,000). Employment within these communities is highly seasonal in nature and the manufacturing, construction, tourism, oil development, retail trade and fishing/agriculture industries are major employers. For all four communities, per capita income and per capita retail sales are well below the national average.

Table 2 indicates that unemployment rates in the four Atlantic communities were much higher than the national average during the reporting period. As may be expected, entrance

Table 2

Atlantic Communities

Community	Fiscal Year	U Rate*	VER** Hours	Entitlement (Weeks)	Duration ***	Benefits (Weekly)
Clarenville	99-00	20.6%	420.0	37.9	N/A	$ 220.93
	98-99	21.7%	420.0	37.7	74.5%	$ 228.09
PEI	99-00	13.8%	427.0	35.5	N/A	$ 234.07
	98-99	13.5%	430.5	34.6	69.9%	$ 231.45
Truro	99-00	10.5%	535.5	32.4	N/A	$ 222.82
	98-99	11.3%	507.5	34.1	56.9%	$ 219.85
Miramichi	99-00	13.9%	441.0	35.2	N/A	$ 268.84
	98-99	15.6%	430.5	37.7	63.7%	$ 259.30

* Average annual unemployment rate
** Variable Entrance Requirement in average hours of insurable employment
*** Duration actually spent on claim expressed as a percentage of entitlement

[2] For more information on the *Community Perspectives* exercise see the 1999 EI Monitoring and Assessment Report, Chapter 4. Please note that the 14 communities are: Clarenville, Newfoundland; Prince Edward Island; Truro, Nova Scotia; Miramichi, New Brunswick; Repentigny, Quebec; Montreal Centre East, Quebec; Toronto Centre, Ontario; Hamilton Mountain, Ontario; St. Boniface, Manitoba; Prince Albert, Saskatchewan; Calgary, Alberta; Kelowna, British Columbia; Surrey, British Columbia; and Yellowknife, Northwest Territories.

[3] This analysis focuses exclusively on regular claims. Data are drawn from EI administrative data, the Statistics Canada Labour Force Survey (LFS), and the Canadian Out-of-Employment Panel (COEP) Survey. With the exception of Yellowknife, the unemployment rate for each community is based on the COEP Survey adjusted by LFS data using 1999/00 as a base. The unemployment rate for Yellowknife is deemed to be 25%. Population data for the communities are drawn from the 1996 Census. Given that some claims straddle two fiscal years, the most recent data available for the analysis of duration spent on claims is 1998/99.

requirements were lower than the national average and the length of entitlement was longer. The average number of hours needed to qualify for benefits remained unchanged in Clarenville, decreased slightly in PEI, but rose in Truro and Miramichi, reflecting improved labour market conditions. In 1998/99, the proportion of entitlement used by claimants before returning to work ranged from 56.9% in Truro, where there was the lowest unemployment rate, to 74.5% in Clarenville, where unemployment was highest. Over the reporting period, weekly benefits rose slightly in all communities with the exception of Clarenville, suggesting a particularly difficult local labour market given the high rate of unemployment.

Table 3

Quebec Communities

Community	Fiscal Year	U Rate*	VER** Hours	Entitlement (Weeks)	Duration ***	Benefits (Weekly)
Repentigny	99-00	8.5%	532.0	32.3	N/A	$ 241.12
	98-99	9.2%	507.5	33.2	58.7%	$ 241.17
Montreal	99-00	8.5%	581.0	31.6	N/A	$ 257.84
Centre East	98-99	9.2%	553.0	32.5	54.5%	$ 250.24

* Average annual unemployment rate
** Variable Entrance Requirement in average hours of insurable employment
*** Duration actually spent on claim expressed as a percentage of entitlement

2. Quebec Communities

The communities in Quebec include Repentigny (population: 252,000) and Montreal Centre East (population: 247,000). Employment in both communities is based primarily in the manufacturing, construction and retail trade sectors, although Repentigny has a strong seasonal employment component from the surrounding rural area.

Table 3 indicates that despite higher than average unemployment rates, labour market conditions improved somewhat in these communities over the reporting period. With declining unemployment rates in both communities, the average number of hours of work needed to qualify for EI rose, and the period of entitlement fell by a corresponding amount. Claimants in these communities used about one-half of their entitlement before returning to work. From 1998/99 to 1999/00, average weekly benefits remained virtually unchanged in Repentigny and rose by about $8 in Montreal Centre East.

3. Ontario Communities

In Ontario, the communities are the large urban centres of Hamilton Mountain (population:189,000) and Toronto Centre (population: 438,000). Employment within Toronto and Hamilton is quite diverse with manufacturing, retail trade, business services and construction playing an important role. Seasonality is not a major factor affecting employment in these communities.

Table 4 reflects the exceptionally strong labour market conditions in southern Ontario. Unemployment rates declined significantly over the reporting period and were lower than the national average. As a result of the strong labour market, the average number of hours needed to qualify for EI rose by about 30 hours in both communities and the number of weeks of EI entitlement fell by at least a full week. In 1998/99, the proportion of entitlement used by claimants was only 55.1% in Hamilton Mountain and 60.7% in Toronto Centre. The relatively low rate of duration in

Table 4

Ontario Communities

Community	Fiscal Year	U Rate*	VER** Hours	Entitlement (Weeks)	Duration ***	Benefits (Weekly)
Toronto	99-00	6.1%	644.0	30.7	N/A	$ 309.00
Centre	98-99	6.9%	616.0	32.1	60.7%	$ 304.63
Hamilton	99-00	4.9%	679.0	27.3	N/A	$ 280.28
Mountain	98-99	6.2%	647.5	28.3	55.1%	$ 283.22

* Average annual unemployment rate
** Variable Entrance Requirement in average hours of insurable employment
*** Duration actually spent on claim expressed as a percentage of entitlement

Hamilton Mountain is significant because the average period of entitlement for this community is quite low in comparison to other communities. Average weekly benefits were also quite high in comparison to national averages, reflecting higher wage rates in these communities.

Table 5

Prairie and Northern Communities

Community	Fiscal Year	U Rate*	VER** Hours	Entitlement (Weeks)	Duration ***	Benefits (Weekly)
St. Boniface	99-00	5.6%	686.0	27.8	N/A	$ 282.45
	98-99	6.0%	675.5	28.3	55.8%	$ 284.07
Prince Albert	99-00	13.3%	448.0	36.5	N/A	$ 260.43
	98-99	14.9%	444.5	39.1	54.2%	$ 256.27
Calgary	99-00	5.6%	651.0	30.6	N/A	$ 315.69
	98-99	5.6%	654.5	31.4	59.6%	$ 332.72
Yellowknife	99-00	25.0%	420.0	39.4	N/A	$ 340.82
	98-99	25.0%	420.0	39.1	62.1%	$ 336.87

* Average annual unemployment rate
** Variable Entrance Requirement in average hours of insurable employment
*** Duration actually spent on claim expressed as a percentage of entitlement

4. Prairie and Northern Communities

The Prairies communities include Prince Albert (population: 67,000), St. Boniface (population: 107,000) and Calgary (population: 921,000). Calgary and St. Boniface can be characterized as urban centres. St. Boniface is near Winnipeg's downtown core. Employment within these communities is largely in the manufacturing, business services, retail trade, construction and education sectors. Employment within Prince Albert has a strong seasonal component. The northern community of Yellowknife (population: 27,000) has also been included in this grouping. Employment within Yellowknife has a strong seasonal component and is largely based in mining/construction, government services, educational services and retail trade. Yellowknife has the highest per capita income of all of the 14 communities.

The picture of improving local labour markets in 1999/00 is evident in the Prairie communities (Table 5). The unemployment rate fell in St. Boniface and Prince Albert and remained unchanged in Calgary. In Yellowknife, unemployment rates were significantly higher than the other communities in this grouping, indicating a more difficult labour market in that community. The average number of hours of work needed to qualify for EI increased in St. Boniface and Prince Albert, but decreased in Calgary, although the period of entitlement fell somewhat. In Yellowknife, entrance requirements remained the same and entitlement was relatively stable. The proportion of entitlement that claimants used before returning to work was between 54% and 60% in each Prairie community. Average weekly benefits were highest in Yellowknife, reflecting the relatively high per capita income noted earlier. Over the reporting period, weekly benefits fell slightly in St. Boniface and somewhat more sharply in Calgary, whereas benefits in Prince Albert and Yellowknife rose slightly.

5. British Columbia Communities

The two communities from British Columbia are the urban centres of Surrey (population: 370,000) and Kelowna (population: 135,000). Employment in these communities is largely based in the retail trade, construction, manufacturing, tourism and service industries and has a strong seasonal component.

Table 6 indicates that unemployment rates in Surrey and Kelowna were somewhat higher than the national average. With only a relatively small drop in the unemployment rate over the reporting period, the average number of hours needed to qualify for benefits and the number of weeks of EI entitlement remained relatively stable. In 1998/99, the proportion of entitlement used by claimants before returning to work was 58.3% in Kelowna and 67.1% in

British Columbia Communities

Community	Fiscal Year	U Rate*	VER** Hours	Entitlement (Weeks)	Duration ***	Benefits (Weekly)
Surrey	99-00	7.7%	616.0	28.9	N/A	$ 257.89
	98-99	8.0%	605.5	29.5	67.1%	$ 256.57
Kelowna	99-00	9.7%	567.0	32.5	N/A	$ 261.63
	98-99	9.9%	560.0	32.1	58.3%	$ 264.20

* Average annual unemployment rate
** Variable Entrance Requirement in average hours of insurable employment
*** Duration actually spent on claim expressed as a percentage of entitlement

Surrey. Average weekly benefits remained virtually unchanged in Surrey and fell slightly in Kelowna.

IV. EMPLOYMENT BENEFITS AND SUPPORT MEASURES

The evidence reported in Chapter 3 indicates that Employment Benefits and Support Measures (EBSMs) are effective in the short term. In 1999/00, EBSMs and similar programs delivered by the provinces/territories assisted more individuals to return to work with a greater saving in unpaid benefits. Information was also of a higher quality than in previous years, allowing a greater level of confidence with respect to results. Although data development has progressed, it is important to note that challenges still exist.

In terms of designated group participation, results for this reporting period indicate that women, persons with disabilities and visible minorities increased their representation in EBSMs slightly, while the representation of Aboriginal peoples remained unchanged. However, it is important to note that there are encouraging results for Aboriginal peoples. Returns to work for this group increased 60% with unpaid benefits increasing 41%. This increase is due partly to an improved understanding of programming and service delivery under the Aboriginal Human Resources Development Strategy and to improved data collection techniques by Aboriginal peoples' organizations. Overall, the results for designated groups indicate that continued effort is needed to ensure that members of designated groups are more adequately represented in EBSMs.[4] The participation of designated groups in EBSMs will continue to be monitored and assessed in future reports.

Evaluation results also support the view that programs and services are, for the most part, adaptable to the needs of Canadians. In general, the programs and services offered by different levels of government are flexible enough to meet local needs and complementary in their approaches. One of the most important successes of the EBSMs has been their flexibility.

Satisfaction levels with EBSMs are high with over three-quarters of participants rating the service as good or excellent and only 1 in 10 expressing dissatisfaction. Clients were satisfied with the quality of training and indicated that their participation in a program or service had provided them with specific job-related skills and bolstered their motivation and goal-setting ability, leaving them better prepared for new jobs.

Another important evaluation finding during this reporting period is that access to programs and services is more difficult in rural and remote communities where distance and market size pose a challenge to service delivery. Access is also an issue for those Canadians whose first language is neither French nor English as well as for those that have a low level of education.

[4] When interpreting designated group data, it is important to note that variations in the quality of data capture and changing rates of self-identification may contribute to observed differences in representation from one year to the next.

EBSMs were introduced in 1996. Since that time long-term interventions have represented a steadily decreasing proportion of total interventions. This change in the mix of programming coincides with a stronger Canadian labour market. The higher availability of jobs may have reduced the demand for long-term assistance. However, labour market conditions are only one factor affecting the use of long-term interventions. Policies must balance these considerations with client and employer needs and the skill level of the labour force. In some provinces/territories short-term interventions may have been used more often because they met the needs of the clients. Other jurisdictions may have chosen long-term interventions as a means to deal with chronic unemployment and/or skill shortages. In short, tailoring of programs and services to meet needs at the local level may be helping to ensure that individuals receive the programs and services that are best suited to the individual and the labour market in which they exist.

V. SAVINGS

In 1995, the federal Budget announced a 10% reduction of EI program costs as part of the Government's fiscal restraint measures. When the new EI system was designed, measures were introduced to achieve the necessary savings. The *EI Act* requires the Commission to monitor and assess whether the savings expected as a result of the reforms are being realized. Savings were expected to result from enhanced claimant assistance services, reductions in fraud and abuse and reduced income benefits. As noted in Chapter 4, total savings generated from enhanced claimant assistance services (Group Information Sessions) and from Investigation and Control activities for 1999/00 were $146.6 million and $573 million, respectively.

The redesign of EI income benefits included several major changes to the eligibility and benefit calculation systems. These changes were intended to strengthen insurance principles and work incentives, as well as to reduce the overall cost of the program. The savings results in this reporting period build on those reported in the 1998 and 1999 Reports. Once again the focus is on the incremental savings due to the maturing of specific EI reforms.[5] The "net effect" of the maturing of the Family Supplement, the intensity provision and the continuing freeze on Maximum Insurable Earnings (MIE) has been estimated using administrative data. Results indicate that the maturing of these provisions reduced costs by an additional $93 million or 1.0% of EI payments over the reporting period. It is worth noting that the MIE freeze and the maturing of the intensity provision affect men more than women because men tend to have higher wages and are more likely than women to be frequent claimants. The Family Supplement affects women more than men because women tend to have lower incomes. Overall, the net impact of the maturing elements within EI from 1998/99 to 1999/00 was to reduce payments to men by $77 million and to women by $16 million. This represents a reduction of 1.4% in EI payments to men and 0.4% to women.

Since the benefit repayment (clawback) provision is delivered through the tax system, final information is only available a full year after the tax year for which benefits are repaid. Given the timing of this report, this means 1998 data is the latest available. Results indicate that incremental savings in 1998 were $44 million. This is in addition to the $2 million in estimated incremental savings for the 1997 tax year and $41 million for 1996.[6] Taken together, this represents a reduction in benefits of $87 million. The reduction in benefits to

[5] A brief description of how the maturing elements of EI produce incremental savings and procedures used in estimating savings are included in Annex 1 under the heading "Savings Methodology." See previous reports for past savings.

[6] Please note this represents the difference between what would have been repaid under UI benefit repayment provisions and the provisions under EI. Please refer to Annex 1 "Benefit Repayment Provisions."

men was $78 million, and $9 million for women. The incremental savings in 1996 can be attributed to the increase in benefit repayments resulting from the initial reduction in the threshold for repayment from $63,570 of net income under UI to $48,750 of net income under EI. The relatively low amount of incremental savings in 1997 is because very few individuals saw a further decrease in the threshold or an increase in the maximum amount of EI benefits repaid as few had accumulated 20 weeks or more of claim history since July 1996. Incremental savings in 1998 can be attributed to repeat users of the program having to repay greater amounts of their benefits at the lower threshold of $39,000 and because repeat claimants can be required to repay more than 30% of their benefits.

With the incremental savings to income benefits for 1999/00, we find that total savings from EI reform are between 8% and 13%, which is in line with expectations. In assessing these results, it is important to note that the unemployment rate is much lower now than it was before EI. As a result, fewer Canadians need to access the program and expenditures are lower.

VI. SUMMING UP

Results show that EI remains an important program for working Canadians and their families. Overall, the EI program is continuing to meet its primary objectives of providing temporary income support for people who lose their jobs and helping them return to work. The program also provides support to those who need to leave paid employment to take care of newborn or adopted children.

ANNEX 1

Elements of Reform

The Employment Insurance (EI) reform represented the most fundamental restructuring of the Unemployment Insurance (UI) program in 25 years. EI reform created an integrated system of income and employment benefits. The redesign of Part I Income Benefits included several major changes to the eligibility system and benefits regime. These changes were designed to reflect changes in the labour market and reinforce the insurance principles of the system while protecting those most in need. While the provision of temporary income support is still the key role of the program, EI places a greater emphasis on getting people back to work through Part II provisions called Employment Benefits and Support Measures (EBSMs). The active measures under Part II help unemployed Canadians reintegrate into the labour market. EI also included a new financing framework and increased penalties for employers and workers to discourage fraud and abuse.

ELIGIBILITY SYSTEM

Hours-Based System

EI eligibility is based on hours of work rather than weeks of work. The hours-based system better reflects changing labour market realities and is intended to provide more equitable treatment of claimants with different work patterns. To qualify for regular benefits, claimants need 420 to 700 hours of insured work, instead of 12 to 20 insured weeks. For special benefits, claimants need 700 hours (600 effective December 31, 2000) instead of 20 insured weeks.

In order to be covered under UI, individuals had to work at least 15 hours or have earnings over a stated minimum in any particular week to be covered in that week. A week with 15 hours had the same value as a week of 35 hours or 50 hours. Individuals whose jobs consistently provided low weekly hours and earnings were not covered. Among those not previously covered were part-time workers and multiple job holders whose jobs did not meet the minimum weekly earnings or hours of work criteria. Under EI, multiple job holders can add all hours of work from their employment to meet eligibility requirements and to determine benefit entitlement. As well, many workers in seasonal industries who work intensively over a short period of time now have all of their hours of work recognized.

New Entrants and Re-entrants

In addition to meeting the requirement of 420 to 700 hours of work in the qualifying period, a worker must also demonstrate 490 hours of labour force attachment[1] in the 52 weeks prior to the qualifying period. A claimant who does not meet this additional provision is considered a new entrant/re-entrant. Effective July 1996, new entrants and re-entrants needed 26 rather than 20 weeks of work to qualify for EI. In January 1997, the 26 weeks were converted to 910 hours.

The increased requirements for new entrants and re-entrants ensure that workers, especially young people, establish a more significant attachment to the labour force before collecting EI benefits. Claimants have to make a reasonable contribution to the system before collecting benefits, thereby reinforcing insurance principles and strengthening the relationship between work effort and entitlement to benefits.

[1] Labour force attachment (LFA) takes account of various forms of attachment to the labour force (e.g., insured hours of work, time spent on EI, Worker's Compensation, disability benefits, sick leave and approved training. Each week of LFA counts for 35 hours, with the exception of insured hours of work which are considered at face value).

BENEFITS REGIME

Total Earnings/Benefit Calculation

Under EI, benefit levels are based on total earnings from paid employment during all weeks of work within the 26-week period preceding the establishment of the claim. These earnings are then averaged by dividing by the number of weeks of work in this period or the minimum divisor,[2] whichever is greater. (Please refer to Table 1.) Average earnings are then multiplied by 55% to determine the weekly benefit, up to a maximum weekly benefit of $413 (which is the weekly equivalent of 55% of the $39,000 yearly maximum insurable earnings).

Table 1

Divisor

Regional Unemployment Rate	Minimum Entrance Requirement (in weeks)	Minimum Divisor
0% to 6%	20	22
6.1% to 7%	19	21
7.1% to 8%	18	20
8.1% to 9%	17	19
9.1% to 10%	16	18
10.1% to 11%	15	17
11.1% to 12%	14	16
12.1% to 13%	13	15
13.1% and over	12	14

Determining benefits based on total earnings over a fixed period helps ensure that benefits are more directly linked to the normal flow of earnings from work. The use of a "divisor," which is at least two weeks longer than the minimum entrance requirement, also creates a strong incentive to work at least two more weeks. Under UI, benefits were based on the equivalent of 55% of average insured earnings over the most recent 12 to 20 weeks worked in the past 52 weeks. This did not reflect the earnings stream from work and did not encourage workers to accept work beyond the minimum required to qualify for benefits.

The number of weeks of benefits payable ranges between 14 and 45 weeks, depending on the number of hours worked and on the regional rate of unemployment.

Small Weeks Pilot Project

While the EI benefit calculation process has worked well for most claimants, there was a disincentive for some workers to accept weeks with lower than average earnings ("small weeks"). Including these earnings in the calculation of average earnings (noted above) would lower the amount that they received in EI benefits. To study ways to remedy this concern, small weeks adjustment projects were introduced in 29 high-unemployment EI regions in May and August of 1997. The pilot projects addressed the disincentive to accept small weeks of work by allowing claimants to either "bundle" or "exclude" any weeks of work deemed to be "small" (weeks with earnings under $150) in the calculation of weekly benefits.

When the projects expired on November 14, 1998, a new pilot project was introduced for a period of up to three years because more data and time were required to assess disincentives to accept small weeks of work. The new project operates in 31 EI regions across the country, including the 29 regions that participated in the initial pilot project, as well as in two other EI regions, namely Hull (Quebec) and Sudbury (Ontario).[3] The new project only allows claimants to "exclude" small weeks in the calculation of weekly benefits. Experience suggests that this method is easier to explain and understand, less costly to administer, and produces exactly the same benefits as the "bundling" method.

[2] The minimum divisor ranges from 14 to 22, depending on the regional rate of unemployment.

[3] Please refer to Annex 2.1 for a list of all EI regions in effect in 1999/00. Shaded regions are those participating in the small weeks project.

Reduced Maximum Benefit Duration

Effective July 1996, the maximum length of a claim was reduced from 50 to 45 weeks. This affects only workers with a longer labour force attachment in higher unemployment regions. The majority of claimants find work within the first 40 weeks of receiving benefits.

Intensity Rule

Under EI, the usual benefit rate is 55% of insured earnings up to a maximum of $413 a week. The intensity rule reduces the EI benefit rate of 55% by 1 percentage point for every 20 weeks of regular or fishing benefits collected in the past 5 years, to a maximum reduction of 5 percentage points. The minimum benefit rate is therefore 50%, compared to the basic rate of 55%.

This measure was designed to reduce reliance on EI as a regular income supplement, while not excessively reducing the benefits of those who make long or frequent claims. It does not apply to special benefits (maternity, parental and sickness). Claimants receiving the Family Supplement are also exempt.

Benefit Repayment Provisions (Clawback)

Benefit repayment provisions were first effective in 1979. They were designed to ensure that claimants repay benefits once their annual net income exceeds a certain threshold. Under UI, once a claimant's net income exceeded $63,570, they were required to repay 30% of benefits.

EI reform lowered the threshold at which benefits are repaid, and created a separate regime for those who have a history of past use of the system. The income threshold for benefit repayment was reduced from $63,570 to $48,750. This threshold applies to claimants with 0 to 20 weeks of benefits in their claim history over the last five tax years – and to all special benefit claimants (maternity, parental, and sickness benefits). These claimants are required to pay back 30% of their net income above the threshold or 30% of their benefits (whichever is less).

As shown in Table 2, for claimants with more than 20 weeks of benefits in the last five tax years, the income threshold is $39,000. These claimants are required to repay the lesser of 30% of net income above the threshold or 50% to 100% of their benefits (depending on the actual number of weeks of regular or fishing benefits received in the past five years). In all cases, the repayment is limited to 30% of net income in excess of the threshold (either $48,750 or $39,000).

Table 2

Clawback

Weeks of regular/fishing benefits in past five years	Repayment Rate	Maximum portion of benefits to be repaid	Net income threshold
20 or less	30%	30%	$48,750
21 to 40	30%	50%	$39,000
41 to 60	30%	60%	$39,000
61 to 80	30%	70%	$39,000
81 to 100	30%	80%	$39,000
101 to 120	30%	90%	$39,000
Over 120	30%	100%	$39,000

Family Supplement

The Family Supplement provides additional benefits to low-income families with children by increasing their benefit rate. Under EI, the usual benefit rate is 55% of insured earnings up to a maximum of $413 a week. Under the Family Supplement, claimants in low-income families can receive a higher percentage of their insured earnings as long as their weekly benefit does not exceed $413. Under EI, the replacement rate for Family Supplement recipients has increased by 5 percentage points a year from a base of 60% in 1996 to the maximum specified in the legislation of 80% in 2000.

To qualify for the Family Supplement, claimants must have at least one dependent child, and have a net family income of $25,921 or less. Only one spouse in a family can receive the Family Supplement at a given time. Individuals receiving the Family Supplement are exempt from the intensity rule.

The Family Supplement replaced the UI dependency provision, and better targets assistance to claimants in need. Under UI, any claimant with low weekly wages could qualify for a 60% benefit rate instead of the basic 55% if they had dependents as defined under the *Income Tax Act*. Eligibility was based on the income of the claimant, regardless of the total family income. About 45% of low-income families did not qualify, and about 30% of those who did receive the 60% rate had family incomes over $45,000.

Working while on claim

Under UI, regular beneficiaries were allowed to earn up to 25% of weekly benefits while collecting benefits. Under EI, regular beneficiaries are allowed to earn up to $50 a week or 25% of weekly benefits, whichever is higher. Any earnings beyond this are deducted dollar for dollar from benefits. The $50 per week floor benefits claimants with a benefit level under $200 per week. The aim is to encourage low-income claimants to maintain their labour force attachment and increase their earnings from work. For example, a claimant with weekly benefits of $160 would have been able to earn $40 under UI, but can now earn $50 under EI.

FISHING BENEFITS

Earnings Based System

The most fundamental reform element affecting fishers is the change from an eligibility system based on weeks of work to an earnings-based system. A minimum of $2,500 to $4,199 of insured earnings from fishing is required to qualify for benefits. The fixed seasonal qualifying and benefit periods were also expanded to provide added flexibility. The qualifying periods for both summer and winter fishing seasons increased from 27 to 31 weeks[4] and the benefit periods increased by 8 weeks.[5]

New Entrants and Re-entrants

New entrants and re-entrants to the labour force require a minimum of $5,500 of fishing insured earnings to qualify. The higher minimum earnings ensure that those entering the fishery, especially young people, establish a significant attachment to the labour force before collecting EI benefits. To qualify for special benefits, new entrants and re-entrants require $4,200 in insured fishing earnings instead of $5,500.

Total Earnings/Benefit Calculation

EI benefits for fishers are based on the total insured earnings from fishing over the entire fishing season. To determine the weekly benefit amount, total insured earnings are divided by the applicable divisor (ranging between 14 and 22). The basic weekly benefit is 55% of this amount.

With the reform, all fishers who qualify for benefits are entitled to a maximum benefit duration of 26 weeks. Prior to the reform, the duration varied between 14 and 27 weeks according to the number of weeks of work and the regional unemployment rate.

[4] The extended summer season is from March 1st to November 1st, and the winter fishing season runs from September 1st to March 31st.

[5] The extended benefit period for those who fish in the summer starts October 1st and ends June 15th. The summer benefit period for those who fish in the winter starts April 1st and ends December 15th.

SPECIAL BENEFITS

Eligibility

To qualify for special benefits under the current EI program, claimants need 700 hours, instead of the 20 insured weeks required under the UI system. This also applies to claimants who would have otherwise been considered new entrants or re-entrants.

Length of Entitlement

The duration of benefits for special benefits is not dependent on the number of hours worked. During the reporting period the EI program provided 15 weeks of maternity benefits to biological mothers and 10 weeks of parental benefits for natural and adoptive parents. An additional five weeks of parental benefits for special care may be paid if the child suffers from a physical, psychological, or emotional condition. EI also provides 15 weeks of sickness benefits. A total of 30 weeks of special benefits can be paid to a claimant in a single benefit period.

Intensity Rule

Special benefits are not subject to the intensity rule.

Benefit Repayment Provisions (Clawback)

Benefit repayment provisions were first effective in 1979. They were designed to ensure that claimants repay benefits once their annual net income exceeds a certain threshold. Under UI, once a claimant's net income exceeded $63,570, they were required to repay 30% of benefits. Under EI, claimants who have received only special benefits in the last year are subject to a net income threshold of $48,750. They are required to repay 30% of their net income above the threshold or 30% of EI benefits, whichever is less. There are no varying repayment rates based on past EI usage.

Changes to Special Benefits Effective December 31, 2000[6]

It is important to note that there will be changes to special benefits. These changes will be covered in future Monitoring and Assessment Reports.

The entrance requirements for special benefits will be decreased to 600 hours of insurable employment effective December 31, 2000. In addition, parents of children born or placed in their care for adoption on or after December 31, 2000 will also be eligible for the following enhanced parental benefits:

- the number of weeks for which parental benefits may be paid will be increased from 10 to 35, where a parent is caring for either newborn biological or adopted children;
- a maximum of 50 weeks of combined special benefits (maternity, parental, and sickness) will be available to claimants, up from 30 weeks;
- parental benefits can be shared between parents, with only one parent having to serve a two-week waiting period; and,
- while receiving parental benefits, parents will be able to earn the greater of $50 or 25% of their weekly benefit rate without a reduction in their EI benefits.

FINANCING FRAMEWORK

Maximum Insurable Earnings (MIE)

The MIE was reduced to $750 per week on June 30, 1996 and annualized at $39,000 in January 1997 (the equivalent of $750 per week) and frozen at this level until the end of 2000. The maximum weekly benefit was reduced to $413 (55% of $750) from $448 (55% of $815) in 1995 and $465 (55% of $848) for

[6] The *Budget Implementation Act* received Royal Assent on June 29, 2000. This legislation contained amendments to the *Employment Insurance Act* to implement the enhanced parental benefits.

the first six months of 1996.[7] The MIE had previously been based on a formula that took into account average wage increases over an eight-year period, resulting in EI benefits that were increasing at a higher rate than average wages and salaries.

First dollar coverage

In 1997, EI reform brought in a new method for calculating premiums. Under EI, employers and employees pay premiums on all earnings from the first dollar earned, up to an annual maximum (the MIE). This system is intended to be more equitable and easier for employers to administer than the previous system, which used weekly minimums and maximums for determining insurable earnings. First dollar coverage also removes the incentive for employers to limit part-time work to fewer than 15 hours per week to avoid paying premiums.

Premium Refunds

Under EI, premiums are refunded to workers earning $2,000 or less per year, since these individuals are unlikely to accumulate enough hours of work to qualify for benefits. A threshold of $2,000 is also consistent with the insurance principle that those who may be in a position to receive benefits pay premiums.

SAVINGS

Components of EI that Mature

Additional savings in the 1999/00 period to income benefit payments stem from the maturing of the intensity rule, the freeze of the MIE, the changes to the benefit repayment provision and are offset by the maturing of the Family Supplement.

The intensity rule produces incremental savings because this provision reduces weekly payments to regular claimants by an additional 1% for each 20 weeks of EI benefits received over the past five years. Since the claims history for EI began in 1996, this provision will not be fully matured until 2001.

The MIE freeze produces incremental savings to the EI program because the maximum weekly benefit does not grow in line with earnings, as would have been the case under UI. With the freeze in place, each year more beneficiaries receive the maximum weekly benefit of $413.

The Family Supplement produces incremental new spending under EI because it calls for annual increases of 5 percentage points in the maximum benefit rate. In 1998, the maximum benefit rate with the Family Supplement was increased from 65% to 70% and in 1999, it was increased again to 75%. In 2000 it reached its maximum of 80%.

The savings from the new benefit repayment or clawback provisions also increase over time as the maximum amount of benefits repaid increases from 30% to 100% for each 20 weeks of EI benefits received over the past 5 years. Additionally, for those who received more than 20 weeks of benefits in the past 5 years, the threshold above which benefits are repaid is decreased from $48,750 to $39,000. Since the claims history for EI began in 1996, this provision will not be fully matured until 2001.

Savings Methodology

The savings estimates are derived from administrative data using a standard estimation procedure as well as micro-simulation modeling. Under micro-simulation a sample of individual claims are recalculated on the basis of what would have been received if the reforms had not matured another year. The estimated savings are simply the difference between what would have been paid and what was paid.

[7] On January 1, 1996, the MIE for the purpose of paying premiums was reduced from $815 to $750 per week, while the MIE for benefit purposes increased to $848.

INCREASED SANCTIONS FOR FRAUD

In order to protect the integrity of the program, EI introduced more severe fines for claimants and employers, penalties for employer and employee collusion, and increased entrance requirements in the case of claimant fraud. These stricter sanctions are intended to reinforce the message that fraud and abuse of the EI program will not be tolerated.

EMPLOYMENT BENEFITS AND SUPPORT MEASURES

EI places a greater emphasis on getting people back to work through Part II provisions called Employment Benefits and Support Measures (EBSMs). Through partnerships with the provinces and territories, called Labour Market Development Agreements (LMDAs), EBSMs can be applied to meet the needs of local labour markets.[8]

Employment Benefits

Employment Benefits make use of both EI Part I and Part II. EI Part I refers to the continuance of EI income support after an approved Employment Benefit has been entered into. It must be stressed that this income support is a continuance and that it does not act to extend the benefit period. Part II active measures provide clients with the employment benefits listed below. As part of this programming, participants may receive financial assistance towards their costs of participation.

Targeted Wage Subsidies assist eligible unemployed individuals to obtain on-the-job work experience by providing employers with financial assistance towards the wages of insured participants whom they hire. This benefit encourages employers to hire unemployed individuals whom they would not normally hire in the absence of a subsidy.

Targeted Earnings Supplements enable some people currently on EI or the longer term unemployed to accept low-wage jobs. Temporarily topping up low-wage jobs means that people who would not enter at the lower wage rate are able to re-enter the work force. (The Government of Canada has chosen not to implement this benefit.)

Self-Employment provides financial assistance and business planning advice to EI-eligible participants to help them to start their own business. This financial assistance is intended to cover personal living expenses and other expenses during the initial stages of the business.

Job Creation Partnerships projects provide insured participants with opportunities through which they can gain work experience that will lead to ongoing employment. Activities of the project help develop the community and the local economy.

Skills Development assists insured participants to obtain skills for employment through direct financial assistance to enable them to select, arrange for and pay for their own training.[9]

Support Measures

Employment Assistance Services provide funding to organizations to enable them to provide employment services to unemployed persons. These services may include counselling, action planning, job search skills, job finding clubs, job placement services, the provision of labour market information and case management and follow up.

Labour Market Partnerships provide funding to assist employers, employee and/or employer associations and communities to improve their

[8] Part II active measures delivered by provinces and territories with full-transfer LMDAs generally have different names than the HRDC equivalents, and are designed and delivered by the province/territory.

[9] Skills, Loans and Grants was renamed Skills Development in July 1999.

capacity for dealing with human resource requirements and to implement labour force adjustments. It involves the development of plans and strategies and the implementation of adjustment measures.

Research and Innovation supports activities that identify better ways of helping people prepare for or keep employment and be productive participants in the labour force. Funds are provided to eligible recipients to enable them to carry out demonstration projects and research for this purpose.

Pan-Canadian Activities

Pan-Canadian activities refer to those activities that are national or at least multi-jurisdictional in scope or purpose. It may also refer to activities that respond to special labour market situations that extend to or affect the country as a whole. These activities range from such things as the funding for the Ice Storm activities of 1998 to supporting Section 41 of the *Official Languages Act* under Labour Market Partnerships. A portion of the Aboriginal Human Resources Development Strategy (AHRDS) is funded under pan-Canadian activities and allows Aboriginal peoples to develop their own labour market programming as befits their particular needs. Youth benefit from this funding through Skills/Compétences Canada which is used to promote skilled trades and technology as a first career choice.

Labour Market Development Agreements

In May 1996, the Government of Canada made an offer to all provinces and territories to develop federal-provincial-territorial partnerships to respond to the specific needs of unemployed Canadians in each province/territory and to the conditions of individual labour markets.

Following this offer, 12 Labour Market Development Agreements (LMDAs) have been concluded between the Government of Canada and the provinces and territories. In accordance with the 1996 proposal, Alberta, New Brunswick, Manitoba, Quebec, Saskatchewan, the Northwest Territories, and most recently Nunavut, assumed full responsibility for the design and delivery of active employment measures funded through the EI program.

Newfoundland, British Columbia, Prince Edward Island, and the Yukon opted for a co-management approach. This means that the Government of Canada and each provincial/territorial government assumed joint responsibility for the planning and evaluation of active employment measures, while HRDC continues to deliver programs and services through its service delivery network.

In Nova Scotia, the agreement closely resembles a co-management arrangement and is known as a strategic partnership.

Joint federal-provincial-territorial management structures have been established and co-operation for the full range of labour market delivery strategies has been developed.

Discussions regarding a possible agreement with Ontario are ongoing. British Columbia is in the process of negotiating a transfer agreement for the design and delivery of active employment measures. (Please refer to Annex 3.1 for an overview of the LMDAs.)

Evaluations of Labour Market Development Agreements

Under the *EI Act*, EBSMs and similar measures are reviewed periodically to ensure their effectiveness and efficiency. The LMDAs also carry provisions for evaluations of their implementation and for the employment programs and services delivered under their auspices.

The agreements call for two types of evaluations. Formative evaluations are undertaken during or shortly after the first year of implementation. They are designed to supply information on how well the agreements are functioning, and whether there are areas in which the partnerships could be improved. Changes to EBSM design and delivery that would permit them to better meet their objectives may be suggested by the formative evaluations, and they may provide some preliminary information on program impacts.

Summative evaluations will be carried out in the third year of implementation or shortly thereafter. These evaluations will provide more detailed information on the cost-effectiveness and longer term impact of EBSMs on clients' ability to find and maintain employment. The measurement of the incremental impacts of program participation may be possible. Further evaluations are to be conducted every three to five years.

A joint federal-provincial/territorial process has been established in each province and territory to evaluate the programs and services delivered under the LMDAs.[10] Most agreements require that designated officials establish a Joint Evaluation Committee to support and oversee the EBSM evaluations. The Joint Committee involves representatives from the provinces/territories and HRDC (regions and NHQ). Chapter 3 includes findings from the evaluations completed to date, as well as preliminary findings from those under way.[11] Evaluation data from 11 jurisdictions are included: Alberta, British Columbia, Manitoba, New Brunswick, Newfoundland/Labrador, the Northwest Territories, Nova Scotia, Prince Edward Island, Ontario,[12] Quebec, and the Yukon.

[10] Under the terms of the Canada-Quebec Labour Market Implementation Agreement, Quebec is responsible for conducting its own evaluations of the EBSMs. Expert federal and provincial representatives provide input on target setting, the conduct of the evaluations, and the reporting of results.

[11] The timing of the evaluations has been dependent on the timing of the agreements. Evaluations are complete for provinces and territories with which agreements were reached by late 1996 or early 1997. In instances where agreements were not signed until 1998, evaluations are still in progress or have not yet begun, but they are generally required at the end of the first year of implementation of the Agreement. In addition, although all of the LMDAs have evaluation as a term of Agreement, the exact focus of each evaluation has been determined in consultation with provincial and territorial partners.

[12] A LMDA between the Government of Ontario and the Government of Canada has not yet been concluded. As the *EI Act* calls for the monitoring and assessment of the EBSMs, an evaluation of the Ontario Region EBSMs has been conducted and is reported in Chapter 3.

ANNEX 2

Income Benefits Data Tables

2.1 Unemployment Rates by EI Region

2.2 Total Income Benefits

2.3 Total Income Benefits by Industry

2.4 Regular Benefits

2.5 Distribution of Claims for Regular Benefits by Duration of Insured Employment

2.6 Fishing Benefits

2.7 Frequent Claimants

2.8 Special Benefits

2.9 Maternity Benefits

2.10 Parental Benefits (Biological)

2.11 Parental Benefits (Adoptive)

2.12 Sickness Benefits

2.13 Family Supplement

2.14 Working while on Claim

2.15 Benefit Repayment Provision (Clawback)

2.16 Claims Affected by the Intensity Rule

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2.1

Unemployment Rates by EI Region[1]

	June 1998	Sept. 1998	Dec. 1998	March 1999	June 1999	Sept. 1999	Dec. 1999	March 2000
Newfoundland/Labrador								
St. John's	11.9	12.1	11.4	10.1	8.8	9.8	10.5	9.9
Newfoundland/Labrador	19.8	22.5	22.5	20.4	22.1	20.6	19.1	21.5
Prince Edward Island								
Prince Edward Island	13.6	13.2	14.4	15.2	14.5	14.1	13.1	11.8
Nova Scotia								
Eastern Nova Scotia	17.6	19.3	21.5	19.1	16.0	18.7	19.3	18.8
Central Nova Scotia	11.3	11.7	11.3	11.7	11.6	9.8	9.8	10.6
Halifax	7.6	7.4	7.2	7.2	6.9	6.3	7.4	6.4
Kings	9.4	11.0	10.3	8.5	7.6	7.5	8.8	8.8
Yarmouth	13.8	12.7	13.0	12.6	11.8	11.3	12.3	9.6
New Brunswick								
Fredericton-Moncton-St John	10.1	8.3	8.5	8.5	6.6	6.6	7.0	7.1
Restigouche/Charlotte	16.0	15.6	15.4	14.6	14.3	13.8	13.8	13.3
Quebec								
Eastern Quebec	17.4	18.1	14.8	13.6	13.4	13.9	13.4	13.8
Quebec	9.0	8.4	8.1	8.0	8.8	8.6	8.7	8.6
Trois-Rivières	13.9	12.6	13.7	12.8	12.2	11.4	9.6	9.9
Quebec Centre South	7.0	8.9	7.0	7.4	7.6	7.1	5.9	5.3
Sherbrooke	11.0	11.4	9.5	9.9	9.9	9.0	9.7	8.7
Montérégie	7.6	8.3	8.6	8.8	8.7	8.4	8.0	6.3
Montreal	9.5	10.3	9.3	9.5	9.6	8.9	7.4	7.1
Central Quebec	12.4	11.6	11.7	10.8	11.1	11.3	10.6	11.1
Western Quebec	17.8	16.4	14.4	14.3	16.8	13.4	13.3	14.8
Northern Quebec	18.3	17.6	18.1	15.4	16.7	17.3	15.4	17.0
Hull	11.2	9.1	8.5	6.1	7.1	7.6	7.4	6.1
Chicoutimi-Jonquière	14.0	12.0	11.1	10.5	12.8	11.4	10.9	10.3
Ontario								
Ottawa	5.8	6.5	5.9	5.9	7.6	7.1	5.2	5.9
Eastern Ontario	6.7	7.7	8.5	8.0	8.3	8.8	8.1	7.8
North Central Ontario	9.3	7.6	7.2	7.4	7.0	7.2	6.5	6.8
Oshawa	7.4	7.9	6.5	6.4	6.6	6.0	5.4	5.6
Toronto	6.9	6.9	6.8	6.2	6.8	6.3	5.5	5.4
Hamilton	5.4	4.6	5.5	5.0	4.1	5.7	5.1	4.5
St. Catharines	9.0	7.9	6.7	6.7	6.6	6.8	7.4	5.9
London	6.2	5.9	6.0	6.9	7.4	7.4	5.7	5.6
Niagara	8.3	9.1	7.6	6.9	8.9	8.6	5.8	7.5
Windsor	8.1	10.0	9.0	7.2	5.7	6.3	7.2	5.9
Kitchener	6.4	6.9	6.0	6.5	7.0	4.9	5.1	5.4
Huron	7.7	9.0	8.9	6.0	6.4	7.0	6.7	5.4
South Central Ontario	5.5	6.0	5.1	5.2	5.3	4.1	3.8	3.7
Sudbury	11.4	10.9	11.9	10.4	11.1	10.5	8.8	8.7
Thunder Bay	9.2	9.0	8.9	8.9	9.5	8.7	6.2	6.0
Northern Ontario	16.3	15.1	15.0	14.2	14.0	11.8	11.2	12.5

2.1

Unemployment Rates by EI Region[1]

	June 1998	Sept. 1998	Dec. 1998	March 1999	June 1999	Sept. 1999	Dec. 1999	March 2000
Newfoundland/Labrador								
St. John's	11.9	12.1	11.4	10.1	8.8	9.8	10.5	9.9
Newfoundland/Labrador	19.8	22.5	22.5	20.4	22.1	20.6	19.1	21.5
Prince Edward Island								
Prince Edward Island	13.6	13.2	14.4	15.2	14.5	14.1	13.1	11.8
Nova Scotia								
Eastern Nova Scotia	17.6	19.3	21.5	19.1	16.0	18.7	19.3	18.8
Central Nova Scotia	11.3	11.7	11.3	11.7	11.6	9.8	9.8	10.6
Halifax	7.6	7.4	7.2	7.2	6.9	6.3	7.4	6.4
Kings	9.4	11.0	10.3	8.5	7.6	7.5	8.8	8.8
Yarmouth	13.8	12.7	13.0	12.6	11.8	11.3	12.3	9.6
New Brunswick								
Fredericton-Moncton-St John	10.1	8.3	8.5	8.5	6.6	6.6	7.0	7.1
Restigouche/Charlotte	16.0	15.6	15.4	14.6	14.3	13.8	13.8	13.3
Quebec								
Eastern Quebec	17.4	18.1	14.8	13.6	13.4	13.9	13.4	13.8
Quebec	9.0	8.4	8.1	8.0	8.8	8.6	8.7	8.6
Trois-Rivières	13.9	12.6	13.7	12.8	12.2	11.4	9.6	9.9
Quebec Centre South	7.0	8.9	7.0	7.4	7.6	7.1	5.9	5.3
Sherbrooke	11.0	11.4	9.5	9.9	9.9	9.0	9.7	8.7
Montérégie	7.6	8.3	8.6	8.8	8.7	8.4	8.0	6.3
Montreal	9.5	10.3	9.3	9.5	9.6	8.9	7.4	7.1
Central Quebec	12.4	11.6	11.7	10.8	11.1	11.3	10.6	11.1
Western Quebec	17.8	16.4	14.4	14.3	16.8	13.4	13.3	14.8
Northern Quebec	18.3	17.6	18.1	15.4	16.7	17.3	15.4	17.0
Hull	11.2	9.1	8.5	6.1	7.1	7.6	7.4	6.1
Chicoutimi-Jonquière	14.0	12.0	11.1	10.5	12.8	11.4	10.9	10.3
Ontario								
Ottawa	5.8	6.5	5.9	5.9	7.6	7.1	5.2	5.9
Eastern Ontario	6.7	7.7	8.5	8.0	8.3	8.6	8.1	7.8
North Central Ontario	9.3	7.6	7.2	7.4	7.0	7.2	6.5	6.3
Oshawa	7.4	7.9	6.5	6.4	6.6	6.0	5.4	5.6
Toronto	6.9	6.9	6.8	6.2	6.8	6.3	5.5	5.4
Hamilton	5.4	4.6	5.5	5.0	4.1	5.7	5.1	4.5
St. Catharines	9.0	7.9	6.7	6.7	6.6	6.8	7.4	5.9
London	6.2	5.9	6.0	6.9	7.4	7.4	5.7	5.6
Niagara	8.3	9.1	7.6	6.9	8.9	8.6	5.9	7.5
Windsor	8.1	10.0	9.0	7.2	5.7	6.3	7.2	5.9
Kitchener	6.4	6.9	6.0	6.5	7.0	4.9	5.1	5.4
Huron	7.7	9.0	8.9	6.0	6.4	7.0	6.7	5.4
South Central Ontario	5.5	6.0	5.1	5.2	5.3	4.1	3.8	3.7
Sudbury	11.4	10.9	11.9	10.4	11.1	10.5	8.8	8.7
Thunder Bay	9.2	9.0	8.9	8.9	9.5	8.7	6.2	6.0
Northern Ontario	16.3	15.1	15.0	14.2	14.0	11.8	11.2	12.5

2.1

Unemployment Rates by EI Region[1] (cont'd)

	June 1998	Sept. 1998	Dec. 1998	March 1999	June 1999	Sept. 1999	Dec. 1999	March 2000
Manitoba								
Winnipeg	5.7	5.9	5.8	5.6	5.5	5.9	5.7	5.7
Southern Manitoba	5.9	6.1	6.2	5.7	5.6	6.3	5.4	5.7
Northern Manitoba	22.6	25.1	24.0	21.5	21.7	21.5	19.2	22.2
Saskatchewan								
Regina	5.1	5.4	6.2	6.0	5.4	5.6	5.4	4.7
Saskatoon	6.9	8.2	6.8	6.9	6.9	7.1	6.2	4.9
Southern Saskatchewan	6.5	6.9	7.0	7.6	7.7	6.4	6.6	5.8
Northern Saskatchewan	15.6	16.3	14.9	12.9	13.5	12.9	13.2	13.2
Alberta								
Calgary	5.0	5.5	5.9	5.2	5.5	6.2	5.5	4.8
Edmonton	6.1	6.1	6.6	6.1	6.1	6.3	5.6	5.4
Alberta	6.9	7.4	7.5	7.8	8.0	7.3	6.6	6.9
British Columbia								
Southern Interior BC	9.2	9.6	9.2	9.4	10.9	9.5	9.2	9.4
Vancouver	9.1	8.1	6.8	7.3	7.9	8.4	7.4	6.3
Victoria	9.6	9.7	8.2	6.6	7.5	7.0	6.2	6.5
Southern Coastal BC	10.5	8.8	9.5	9.4	9.0	9.2	9.1	8.8
Northern BC	12.6	13.3	14.2	13.3	12.0	12.0	10.8	10.6
Yukon/NWT/Nunavut[2]								
Northern Territories[3]	25.0	25.0	25.0	25.0	25.0	25.0	25.0	25.0
CANADA	8.4	8.7	8.4	8.1	8.4	7.6	7.6	7.2

Source: Labour Force Survey

1. Shaded regions indicate those that participated in the original small weeks adjustment projects, as well as the additional regions of Hull, Quebec and Sudbury, Ontario.
2. Nunavut - as of April 1, 1999.
3. Northern Territories - rate is set at 25% for EI purposes.

2.1

Unemployment Rates by EI Region[1] (cont'd)

	June 1998	Sept. 1998	Dec. 1998	March 1999	June 1999	Sept. 1999	Dec. 1999	March 2000
Manitoba								
Winnipeg	5.7	5.9	5.8	5.6	5.5	5.9	5.7	5.7
Southern Manitoba	5.9	6.1	6.2	5.7	5.6	6.3	5.4	5.7
Northern Manitoba	**22.6**	**25.1**	**24.0**	**21.5**	**21.7**	**21.5**	**19.2**	**22.2**
Saskatchewan								
Regina	5.1	5.4	6.2	6.0	5.4	5.6	5.4	4.7
Saskatoon	6.9	8.2	6.8	6.9	6.9	7.1	6.2	4.9
Southern Saskatchewan	6.5	6.9	7.0	7.6	7.7	6.4	6.6	5.8
Northern Saskatchewan	**15.6**	**16.3**	**14.9**	**12.9**	**13.5**	**12.9**	**13.2**	**13.2**
Alberta								
Calgary	5.0	5.5	5.9	5.2	5.5	6.2	5.5	4.8
Edmonton	6.1	6.1	6.6	6.1	6.1	6.3	5.6	5.4
Alberta	6.9	7.4	7.5	7.8	8.0	7.3	6.6	6.9
British Columbia								
Southern Interior BC	**9.2**	**9.6**	**9.2**	**9.4**	**10.9**	**9.5**	**9.2**	**9.4**
Vancouver	9.1	8.1	6.8	7.3	7.9	8.4	7.4	6.3
Victoria	9.6	9.7	8.2	6.6	7.5	7.0	6.2	6.5
Southern Coastal BC	**10.5**	**8.8**	**9.5**	**9.4**	**9.0**	**9.2**	**9.1**	**8.8**
Northern BC	**12.6**	**13.3**	**14.2**	**13.3**	**12.0**	**12.0**	**10.8**	**10.6**
Yukon/NWT/Nunavut[2]								
Northern Territories[3]	**25.0**	**25.0**	**25.0**	**25.0**	**25.0**	**25.0**	**25.0**	**25.0**
CANADA	**8.4**	**8.7**	**8.4**	**8.1**	**8.4**	**7.6**	**7.6**	**7.2**

Source: Labour Force Survey

1. Shaded regions indicate those that participated in the original small weeks adjustment projects, as well as the additional regions of Hull, Quebec and Sudbury, Ontario.
2. Nunavut - as of April 1, 1999.
3. Northern Territories - rate is set at 25% for EI purposes.

Total Income Benefits

	New Claims[1]				Average Weekly Benefit[2]				Amount Paid[3]			
	1999/2000 (000)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($M)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98
Province/Territory[4]												
Newfoundland/Labrador	85	-2.9	8.6	-5.9	271	2.5	0.1	-3.0	593.5	0.4	6.9	-6.3
Prince Edward Island	23	-4.1	1.7	-2.6	258	2.1	0.9	-3.5	142.8	-4.5	1.5	-6.6
Nova Scotia	85	-1.1	-1.5	-11.8	267	1.9	1.8	-1.2	473.4	-3.3	2.8	-16.7
New Brunswick	93	-2.4	0.1	-8.6	261	2.6	0.3	-3.3	533.0	-5.9	4.0	-15.1
Quebec	546	-2.2	-5.4	-11.1	274	0.8	1.1	0.5	2,903.3	-6.1	-2.7	-16.3
Ontario	442	-9.1	-1.5	-19.3	300	1.4	2.2	0.4	2,322.0	-10.5	-5.8	-15.9
Manitoba	54	-6.2	5.3	-15.2	274	3.0	3.1	1.1	268.5	-1.4	4.1	-16.8
Saskatchewan	43	-9.5	14.6	-17.7	281	-0.4	4.6	3.2	226.7	-5.8	23.4	-19.4
Alberta	128	-14.0	20.0	-21.4	295	-2.3	5.5	1.7	712.0	-5.3	28.4	-32.1
British Columbia	207	-12.1	0.1	-10.0	297	-0.4	0.6	0.0	1,179.2	-13.2	6.9	-11.5
Northwest Territories	4	-4.2	13.0	-14.6	337	-1.0	2.2	2.2	28.3	-2.5	16.4	-13.7
Yukon	3	-1.4	-12.0	3.3	343	2.4	-1.6	3.8	21.5	-12.6	7.4	0.8
Sex												
Men	915	-9.8	1.6	-13.9	314	0.3	1.4	-0.8	5,461.6	-10.5	4.0	-17.8
Women	798	-2.6	-1.7	-13.9	250	2.3	2.1	1.3	3,942.6	-2.9	-2.1	-13.6
Age												
Under 25	229	-6.8	3.4	-20.9	230	1.5	4.6	2.0	982.7	-6.4	6.7	-22.8
25 to 44	1,004	-8.0	-0.5	-15.2	294	0.8	2.2	-0.5	5,762.9	-7.8	0.6	-17.5
45 to 54	321	-4.1	0.7	-6.3	292	-0.2	0.9	-1.1	1,739.8	-6.7	2.1	-9.3
55 and over	160	-2.3	-2.1	-8.1	283	-0.3	0.1	-0.6	918.9	-7.4	0.6	-11.6
EI History[5]												
First-Time Claimants	636	-3.2	6.1	-10.0	273	0.7	1.5	1.8	3,561.3	-3.0	5.2	-11.0
Occasional Claimants	517	-7.2	-0.7	-20.2	275	1.0	4.0	0.9	2,688.4	-7.3	0.8	-21.4
Frequent Claimants	561	-9.7	-5.0	-11.7	305	0.5	1.2	-2.6	3,154.5	-12.1	-1.5	-16.3
NATIONAL	**1,714**	**-6.6**	**0.1**	**-13.9**	**284**	**0.6**	**1.9**	**0.0**	**9,404.2**	**-7.4**	**1.5**	**-16.1**

Source: EI Administrative Data

1. Includes claims on which at least $1 of EI benefits was paid.
2. Revised average weekly benefit data for 1998/99.
3. Amount paid represents benefit payments under regular, fishing, special (sickness, maternity, parental/adoptive), employment (Section 25 of *EI Act*) and $9.9 M in worksharing benefits. Payments under Part II of the *EI Act* are not included.
4. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.
5. First-time claimants are defined as individuals who did not have a claim in the five years prior to their current claim. Occasional claimants are defined as individuals who have had fewer than three active claims in the five years prior to their current claim. Frequent claimants are defined as individuals who have had three or more active claims in the five years prior to their current claim.

2.3

Total Income Benefits by Industry

	1999/2000 ($M)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98
Primary				
Agriculture	206	-8.7	4.2	-17.2
Fishing and Trapping	107	-7.1	70.4	-12.9
Fish Harvesting (self-employed)[1]	235	-1.3	1.8	1.2
Logging and Forestry	271	-17.1	11.9	-5.9
Mining	187	-25.7	52.2	-10.3
Manufacturing	1,580	-5.9	1.9	-18.8
Construction	1,379	-12.8	1.4	-21.4
Transportation, Storage and Communications				
Transportation and Storage	376	-9.3	2.0	-8.3
Communications	173	-6.0	-10.1	-2.9
Trade and Commerce				
Wholesale Trade[2]	469	-28.6	9.1	8.2
Retail Trade	679	-5.2	-3.4	-22.0
Finance, Insurance and Real Estate				
Finance and Insurance	247	4.6	-16.2	2.5
Real Estate	112	-11.9	7.7	-18.7
Community, Business and Personal Services				
Business Services	631	-5.5	9.9	-11.0
Education	495	2.1	-9.5	-13.6
Health and Social Services	547	-7.4	-10.4	-14.5
Accomodation, Food and Beverage Services	439	-7.0	-4.3	-10.6
Other Services	601	-11.8	8.2	-15.2
Public Administration				
Government Services[2]	542	44.4	-7.4	-46.7
Unclassified	126	-5.8	-7.9	-4.0
ALL INDUSTRIES	**9,404**	**-7.4**	**1.5**	**-16.1**

Source: EI Administrative Data

1. Includes fishing benefits paid to self-employed fishers as well as other types of benefits collected by these claimants, such as special benefits and employment benefits (Part II).
2. There were changes to the process for assigning classification codes in these sectors that affect results reported.

Regular Benefits

	New Claims[1]				Average Weekly Benefit				Amount Paid[2]			
	1999/2000 (000)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($M)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98
Province/Territory[3]												
Newfoundland/Labrador	69	-3.9	7.7	-10.0	257	0.4	-0.9	-2.7	453.8	0.0	4.6	-10.0
Prince Edward Island	19	-6.4	0.6	-1.8	245	1.4	0.7	-2.2	106.3	-8.3	2.6	-7.0
Nova Scotia	70	-1.6	-1.0	-14.1	262	2.4	3.1	-0.3	366.0	-4.0	5.3	-19.0
New Brunswick	80	-4.2	0.1	-11.1	260	2.6	0.1	-3.1	442.6	-7.6	3.5	-17.0
Quebec	470	-3.2	-5.4	-14.0	275	0.8	0.9	0.8	2,368.9	-6.6	-4.5	-17.0
Ontario	319	-13.0	-3.4	-23.7	301	1.4	2.5	1.1	1,521.9	-15.4	-8.8	-19.0
Manitoba	41	-7.8	4.3	-20.0	277	2.1	4.5	1.8	184.5	-4.1	6.5	-22.0
Saskatchewan	34	-10.9	15.8	-22.6	285	-1.1	4.4	5.2	170.1	-6.1	28.4	-24.0
Alberta	94	-18.6	25.6	-29.8	301	-2.8	6.4	3.1	501.9	-8.2	39.1	-41.0
British Columbia	161	-13.7	-2.3	-13.0	298	-0.4	0.7	0.4	871.0	-14.9	6.4	-13.0
Northwest Territories	3	-2.4	19.4	-23.2	333	-1.6	1.0	3.1	21.5	-0.9	24.8	-19.2
Yukon	2	-8.3	-11.3	2.2	342	1.4	-1.6	4.7	17.8	-18.3	13.1	0.7
Sex												
Men	806	-11.0	1.5	-16.2	313	0.1	1.4	-0.7	4,704.4	-11.2	3.4	-19.0
Women	555	-4.7	-3.8	-19.5	240	2.2	1.8	2.0	2,321.7	-5.4	-5.3	-18.0
Age												
Under 25	177	-9.4	3.2	-27.2	234	1.1	4.9	3.1	693.4	-9.1	5.9	-28.0
25 to 44	769	-10.5	-1.2	-19.3	292	0.5	2.3	-0.1	4,032.8	-10.2	-0.5	-21.0
45 to 54	279	-5.0	0.0	-8.0	292	-0.3	0.9	-1.1	1,500.8	-7.8	1.5	-10.0
55 and over	136	-2.7	-3.7	-9.6	283	-0.4	0.0	-0.2	799.2	-8.5	-0.8	-12.0
EI History[4]												
First-Time Claimants	405	-6.5	6.4	-16.9	267	0.5	1.8	3.6	2,137.8	-5.6	4.5	-15.0
Occasional Claimants	431	-8.4	-1.0	-23.7	275	0.6	3.9	1.1	2,094.5	-8.3	-0.2	-24.0
Frequent Claimants	526	-10.1	-5.0	-12.7	303	0.3	1.2	-2.4	2,793.8	-12.8	-1.7	-17.0
NATIONAL	**1,361**	**-8.5**	**-0.6**	**-17.6**	**283**	**0.4**	**1.9**	**0.5**	**7,026.1**	**-9.4**	**0.5**	**-19.0**

Source: EI Administrative Data

1. Includes claims on which at least $1 of regular benefits was paid.
2. Amount paid includes Family Supplement top-ups paid to regular claimants.
3. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.
4. First-time claimants are defined as individuals who did not have a claim in the five years prior to their current claim. Occasional claimants are defined as individuals who have had fewer than three active claims in the five years prior to their current claim. Frequent claimants are defined as individuals who have had three or more active claims in the five years prior to their current claim.

Distribution of Claims for Regular Benefits by Duration of Insured Employment

	New Claims[1] 1999/2000			Percentage Change 1998/99 - 1999/00			Percentage Change 1997/98[2] - 1998/99			Percentage Change 1995/96 - 1997/98		
	Short spells[3]	Medium spells[4]	Long spells[5]	Short spells[3]	Medium spells[4]	Long spells[5]	Short spells[3]	Medium spells[4]	Long spells[5]	Short spells[3]	Medium spells[4]	Long spells[5]
Province/Territory[6]												
Newfoundland/Labrador	8,390	17,400	43,580	-13.6	-6.8	-0.6	7.5	10.3	6.7	-56.4	-12.5	19.2
Prince Edward Island	1,790	4,130	13,310	-19.7	-5.3	-4.7	1.4	-11.4	4.9	-66.0	-17.0	58.6
Nova Scotia	5,290	13,070	51,150	1.0	-7.2	-0.3	-6.9	5.0	-1.9	-59.4	-36.9	9.0
New Brunswick	5,180	18,770	56,160	-18.9	-6.3	-1.9	-10.1	3.8	0.1	-70.8	-24.8	29.9
Quebec	24,890	81,560	363,260	-5.8	-0.8	-3.5	-2.3	3.9	-7.4	-47.2	-42.1	-0.4
Ontario	11,950	46,020	260,620	-13.6	-12.2	-13.1	10.5	7.7	-5.7	-41.7	-48.0	-16.8
Manitoba	2,110	7,210	31,210	13.4	-2.2	-10.1	18.5	15.5	1.6	-52.0	-49.2	-7.2
Saskatchewan	1,180	5,160	27,550	-18.6	-9.0	-10.9	79.0	9.9	15.0	-62.1	-50.9	-9.8
Alberta	3,130	13,640	77,700	-8.5	-12.8	-19.9	13.2	16.4	27.7	-52.1	-53.3	-21.3
British Columbia	7,990	28,320	124,240	-10.2	-10.9	-14.5	-4.9	6.6	-3.9	-36.2	-36.9	-3.6
Northwest Territories	190	500	2,200	-26.9	16.3	-3.1	73.3	22.9	14.6	-42.3	-59.3	-6.2
Yukon	100	330	1,880	-23.1	-15.4	-6.0	18.2	-17.0	-11.5	-54.2	-40.5	29.1
Sex												
Men	38,840	129,860	637,490	-11.1	-9.3	-11.3	-3.4	3.3	1.5	-56.3	-46.0	0.4
Women	33,350	106,250	415,370	-7.8	-3.3	-4.8	8.4	10.6	-7.7	-45.9	-32.3	-13.1
Age												
Under 25	7,980	30,460	138,710	-4.0	-4.7	-10.7	-10.5	7.4	3.2	-58.0	-59.4	-8.8
25 to 44	39,780	127,460	601,440	-11.9	-8.6	-10.8	-0.4	3.6	-2.1	-53.4	-41.5	-8.1
45 to 54	15,430	49,360	214,080	-9.7	-6.2	-4.4	10.5	12.3	-3.2	-45.8	-28.3	2.7
55 and over	9,000	28,830	98,630	-3.1	-0.7	-3.2	9.7	8.6	-7.8	-50.2	-22.6	0.8
EI History[7]												
First-Time Claimants	6,980	44,570	353,470	-4.6	-0.8	-7.2	25.1	45.0	2.9	-30.8	-63.7	-6.6
Occasional Claimants	29,410	78,230	322,940	-1.6	-3.1	-10.2	6.3	6.3	-3.1	-41.9	-43.0	-15.9
Frequent Claimants	35,800	113,310	376,450	-16.0	-11.1	-9.3	-4.4	-2.8	-5.7	-58.8	-29.1	6.8
NATIONAL	**72,190**	**236,110**	**1,052,860**	**-9.6**	**-6.7**	**-8.9**	**1.6**	**6.3**	**-2.2**	**-52.4**	**-41.0**	**-5.5**

Source: EI Administrative Data

1. Includes claims on which at least $1 of regular benefits was paid.
2. Based on updated figures for 1997/98.
3. Short spells - duration of insured employment is at the minimum entrance requirement or up to two weeks above the minimum entrance requirement.
4. Medium spells - duration of insured employment is greater than two weeks over the minimum entrance requirement but less than six months over the minimum entrance requirement.
5. Long spells - duration of insured employment is at least six months over the minimum entrance requirement.
6. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.
7. First-time claimants are defined as individuals who did not have a claim in the five years prior to their current claim. Occasional claimants are defined as individuals who have had fewer than three active claims in the five years prior to their current claim. Frequent claimants are defined as individuals who have had three or more active claims in the five years prior to their current claim.

Fishing Benefits

	New Claims[1]				Average Weekly Benefit				Amount Paid[2]			
	1999/2000	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($M)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98
Province/Territory[3]												
Newfoundland/Labrador	10,855	4.6	12.8	29.1	371	10.2	3.7	-13.1	93.9	7.8	17.6	17.9
Prince Edward Island	2,054	3.9	5.3	-18.4	379	-0.1	-0.8	-6.6	19.3	6.4	0.3	-18.2
Nova Scotia	4,178	-14.2	-27.3	-1.8	368	-1.5	-2.4	-9.3	36.9	-11.4	-21.0	-9.9
New Brunswick	2,691	1.5	6.1	1.9	377	-0.7	-1.3	-6.1	20.1	-3.4	-0.6	-13.5
Quebec	1,238	0.5	-7.0	9.8	375	0.0	-0.3	-10.9	10.0	-5.7	-13.0	-6.0
Ontario	123	24.2	-28.8	-10.9	345	4.9	-6.5	-4.6	1.2	35.1	-32.8	-30.9
Manitoba	651	17.9	6.8	-7.8	343	3.5	8.9	-7.9	5.9	24.1	22.2	6.2
Saskatchewan	107	-3.6	33.7	56.6	323	4.1	9.5	-14.5	0.7	-5.5	35.5	6.5
Alberta/NWT[4]	77	-24.5	3.0	41.4	349	2.5	-3.4	-8.3	0.9	56.9	-12.6	137.1
British Columbia/Yukon[4]	3,464	-16.1	-8.8	5.9	337	-0.6	-4.5	-2.7	28.1	-14.1	6.6	-3.7
Sex												
Men	21,899	-4.5	-4.6	9.5	371	3.2	-1.1	-9.5	188.6	-1.9	0.0	-1.0
Women	3,539	12.0	7.9	-4.3	338	9.9	2.7	-10.4	28.4	9.8	12.7	-7.0
Age												
Under 25	2,092	5.8	-16.9	-5.9	356	4.6	-2.3	-5.2	17.8	11.2	-15.5	-6.6
25 to 44	13,191	-3.3	-6.6	6.0	369	2.8	0.0	-9.6	112.0	-2.7	0.5	-3.2
45 to 54	6,647	-1.4	4.9	15.2	368	5.3	-1.4	-10.6	55.6	0.7	5.5	2.8
55 and over	3,508	-6.3	4.9	13.4	359	4.0	-2.0	-10.7	31.5	-0.2	8.3	0.1
EI History[5]												
First-Time Claimants	1,447	-55.0	57.5	136.6	350	9.1	4.6	-5.8	13.9	6.2	21.3	93.5
Occasional Claimants	4,996	-13.2	48.1	9.4	358	6.6	3.7	-9.2	40.7	15.1	25.8	35.8
Frequent Claimants	18,995	10.9	-18.6	2.1	370	1.3	-0.5	-8.7	162.4	-4.2	-3.8	-8.5
NATIONAL	**25,438**	**-2.5**	**-3.2**	**7.8**	**366**	**3.7**	**-0.8**	**-9.4**	**217.0**	**-0.5**	**1.3**	**-1.7**

Source: EI Administrative Data

1. Includes claims on which at least $1 of fishing benefits was paid.
2. Amount paid includes Family Supplement top-ups paid to fishing claimants.
3. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories (NWT) data.
4. Due to the small population, the territories have not been separated out for the analysis.
5. First-time claimants are defined as individuals who did not have a claim in the five years prior to their current claim. Occasional claimants are defined as individuals who have had fewer than three active claims in the five years prior to their current claim. Frequent claimants are defined as individuals who have had three or more active claims in the five years prior to their current claim.

Frequent Claimants[1]

	New Claims[2]				Average Weekly Benefit				Amount Paid			
	1999/ 2000	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/ 2000 ($)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/ 2000 ($M)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98
Province/Territory[3]												
Newfoundland/Labrador	46,922	-5.4	3.5	-11.9	295	1.2	1.8	-1.8	335.0	-9.0	4.7	-10.9
Prince Edward Island	12,095	-4.8	-7.3	-3.5	276	2.5	-1.2	-3.5	81.3	-5.0	-0.6	-2.4
Nova Scotia	37,562	-9.7	-3.9	-11.3	284	1.7	2.8	-3.9	213.4	-13.2	5.5	-21.4
New Brunswick	51,213	-2.1	-5.8	-7.7	282	1.4	1.8	-6.1	310.5	-9.4	3.1	-17.0
Quebec	207,297	-8.8	-7.9	-7.4	304	-0.2	0.7	-0.9	1,121.1	-12.6	-4.6	-12.2
Ontario	92,590	-15.6	-7.7	-17.2	329	1.5	1.0	-0.9	402.0	-19.6	-8.2	-16.8
Manitoba	13,858	-6.4	-5.1	-20.8	305	-0.1	4.0	3.2	68.8	-6.1	20.1	-27.9
Saskatchewan	10,252	-13.1	5.4	-21.1	313	0.0	2.9	-1.3	53.7	-7.4	13.3	-29.8
Alberta/NWT[4]	22,548	-12.6	7.9	-29.1	341	-1.3	6.3	-4.9	109.9	-19.2	22.6	-39.3
British Columbia/Yukon[4]	54,358	-6.8	-8.6	-7.7	326	-0.6	-0.8	-3.6	271.0	-17.0	3.5	-12.7
Sex												
Men	362,964	-11.3	-3.4	-13.0	340	0.4	0.0	-2.5	2,301.8	-14.1	1.5	-15.9
Women	185,731	-4.8	-10.3	-8.7	243	1.8	2.4	0.0	664.8	-10.2	-6.5	-14.8
Age												
Under 25	18,511	-15.1	0.5	-33.4	282	0.0	1.3	-2.5	100.0	-14.4	-2.5	-38.9
25 to 44	309,504	-12.4	-10.0	-13.6	314	1.0	1.6	-1.8	1,714.3	-16.5	-2.2	-17.0
45 to 54	145,036	-5.3	1.2	-4.3	304	-1.2	1.4	-4.0	738.9	-9.0	2.4	-8.9
55 and over	75,644	-0.2	1.1	-5.1	293	0.5	-0.6	-0.8	413.5	-5.1	4.7	-11.3
Seasonality[5]												
Seasonal	438,495	-6.5	-3.9	-10.0	310	0.6	0.6	-4.0	2,365.2	-11.3	1.9	-15.4
Non-seasonal	110,200	-18.4	-11.5	-16.3	297	0.1	3.1	-1.6	601.5	-20.1	-7.6	-15.7
NATIONAL	**548,695**	**-9.2**	**-5.7**	**-11.6**	**307**	**0.3**	**1.2**	**-2.1**	**2,966.7**	**-13.2**	**-0.3**	**-15.6**

Source: EI Administrative Data
1. This includes both regular and fishing claims.
2. Includes claims on which at least $1 of regular or fishing benefits was paid.
3. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories (NWT) data.
4. Due to the small population, the territories have not been separated out for the analysis.
5. Individuals who started previous claims at about the same time of the year as their current claim are considered seasonal claimants.

Special Benefits[1]

	New Claims[2]				Amount Paid			
	1999/2000	Percentage Change			1999/2000 ($M)	Percentage Change		
		1998/99 1999/00	1997/98 1998/99	1995/96 1997/98		1998/99 1999/00	1997/98 1998/99	1995/96 1997/98
Province/Territory[3]								
Newfoundland/Labrador	6,750	-7.3	19.1	5.3	24.3	-1.6	12.6	3.1
Prince Edward Island	2,590	13.6	-5.0	18.2	8.5	13.8	-13.8	38.8
Nova Scotia	14,030	4.4	8.1	-4.6	50.0	8.3	5.4	-2.5
New Brunswick	15,080	11.7	4.5	6.8	48.5	11.4	6.0	7.7
Quebec	110,290	8.7	5.8	-3.7	416.5	6.4	7.1	-4.3
Ontario	139,780	1.9	3.0	-4.0	699.6	2.5	2.8	-2.9
Manitoba	13,910	-2.2	9.0	-1.8	59.0	4.8	1.8	-0.2
Saskatchewan	10,170	-2.6	2.8	2.4	43.3	-2.1	6.3	1.3
Alberta	35,380	0.5	5.6	5.3	158.1	5.0	4.2	8.9
British Columbia	52,150	-1.6	4.7	-5.4	224.0	-2.0	6.0	0.8
Northwest Territories	770	-13.5	1.1	0.0	4.4	-18.0	2.5	1.6
Yukon	510	50.0	-10.5	8.6	2.4	49.8	-22.9	24.8
Sex								
Men	102,210	4.6	8.5	-3.9	280.5	5.8	11.5	3.1
Women	299,200	2.6	3.6	-2.1	1,458.2	2.9	3.3	-1.7
Age								
Under 25	49,010	3.5	6.4	8.4	158.2	6.6	13.2	8.4
25 to 44	270,060	2.5	3.0	-4.2	1,359.3	2.5	2.7	-2.3
45 to 54	52,820	5.9	11.0	-1.3	138.9	8.7	9.0	5.4
55 and over	29,520	2.9	9.4	-4.4	82.3	3.2	13.8	-3.1
NATIONAL	**401,410**	**3.1**	**4.8**	**-2.5**	**1,738.7**	**3.3**	**4.5**	**-1.0**

Source: EI Administrative Data
1. For a breakdown of maternity, parental and sickness benefits, please see tables 2.9, 2.10, 2.11 and 2.12.
2. Includes claims on which at least $1 of maternity, parental or sickness benefits were paid.
3. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.

Maternity Benefits

	New Claims[1]				Average Number of Weeks Paid				Average Weekly Benefit				Amount Paid			
	1999/2000	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($M)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98
Province/Territory[2]																
Newfoundland/Labrador	2,340	-2.5	7.1	12.0	14.4	2.9	-2.0	-0.7	245	-5.9	-0.9	-7.3	8.9	3.7	-3.8	8.7
Prince Edward Island	920	17.9	-22.0	51.5	14.1	-2.1	2.1	-1.7	262	9.3	1.4	-5.4	3.2	6.5	-16.4	51.8
Nova Scotia	5,070	2.4	4.9	8.3	14.3	0.0	0.2	-1.6	258	4.4	5.4	-8.7	18.7	6.7	9.5	-4.9
New Brunswick	4,290	15.0	-7.4	18.5	14.3	1.4	-2.2	1.0	250	4.8	-0.8	-5.2	15.5	16.5	-3.8	8.2
Quebec	40,890	3.3	-0.4	-6.7	14.5	0.7	0.3	-0.6	275	2.6	2.5	-3.4	162.0	3.0	2.5	-8.5
Ontario	72,750	2.4	-1.1	0.1	14.5	0.0	0.4	-0.9	300	1.8	0.2	-3.6	316.6	2.0	0.6	-4.0
Manitoba	6,510	-3.3	5.3	3.4	14.4	-1.4	1.0	-0.1	258	5.6	-2.6	-4.3	24.9	3.4	1.7	-2.0
Saskatchewan	5,390	1.9	-1.3	4.3	14.4	0.0	-0.6	0.0	262	5.7	0.2	-6.5	19.6	-0.2	2.0	-1.0
Alberta	17,240	-1.1	2.1	6.7	14.5	0.0	1.1	-0.3	268	2.1	0.9	-5.7	67.9	3.9	0.4	5.4
British Columbia	19,680	-7.5	6.0	1.6	14.4	-0.7	0.4	-0.6	287	1.4	1.6	-5.7	82.3	-7.7	8.0	-0.4
Northwest Territories	480	-5.9	-10.5	1.8	14.4	-2.7	9.8	-4.8	341	-1.1	3.6	-3.4	2.3	-10.4	-7.1	2.8
Yukon	240	33.3	-14.3	31.3	14.7	2.8	4.8	-0.5	351	19.9	-3.3	-4.5	1.1	33.2	-21.0	44.3
Age																
Under 25	27,890	0.6	8.0	24.6	14.2	-0.1	0.5	-1.0	187	3.1	4.5	-10.0	75.8	3.9	14.4	10.6
25 and over	147,910	1.2	-0.9	-2.9	14.5	0.0	0.4	-0.5	302	2.1	1.1	-2.6	647.1	1.3	0.6	-4.3
NATIONAL	**175,800**	**1.1**	**0.4**	**0.4**	**14.5**	**0.0**	**0.4**	**-0.6**	**283**	**2.2**	**0.9**	**-4.4**	**722.9**	**1.6**	**1.9**	**-3.1**

Source: EI Administrative Data
1. Includes claims on which at least $1 of maternity benefits was paid.
2. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.

Parental Benefits (Biological)

	New Claims[1]				Average Number of Weeks Paid				Average Weekly Benefit				Amount Paid			
	1999/2000	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($M)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98
Province/Territory[2]																
Newfoundland/Labrador	2,090	-3.7	3.8	13.6	8.9	-2.2	1.3	-1.9	258	-5.9	-0.2	-4.8	5.6	5.3	-0.8	10.1
Prince Edward Island	780	8.3	-14.3	31.3	9.1	3.4	-0.3	-2.9	283	14.1	-1.0	-1.4	1.9	7.3	-9.0	65.1
Nova Scotia	4,700	5.4	5.2	1.4	8.8	0.0	-1.8	-2.4	267	4.0	4.1	-4.7	11.9	20.3	1.6	-7.9
New Brunswick	3,980	21.0	-11.6	16.3	8.7	1.2	-3.7	-4.1	264	5.9	-0.2	-5.3	8.8	3.6	0.0	5.6
Quebec	39,430	2.2	1.0	-9.0	8.9	0.0	-0.7	-4.0	284	2.6	2.4	-1.6	103.0	1.3	2.5	-10.0
Ontario	70,750	2.6	0.4	-2.6	9.2	0.0	-0.6	-2.3	309	2.2	0.2	-2.1	204.3	1.4	1.4	-2.8
Manitoba	6,300	-2.6	4.2	3.8	9.2	0.0	-1.0	-1.3	271	7.5	-3.0	-2.6	16.6	6.7	-2.2	-0.3
Saskatchewan	5,170	3.4	-2.5	5.6	9.0	-3.2	-1.0	0.2	269	2.8	2.6	-6.1	12.4	-4.8	8.1	0.9
Alberta	16,130	-0.8	3.8	5.4	9.1	0.0	-0.8	-2.4	278	2.4	0.4	-3.3	43.0	7.2	-0.9	11.5
British Columbia	19,030	-7.6	8.0	-0.8	9.1	0.0	0.0	-3.2	301	2.8	1.5	-4.2	55.4	-1.9	5.1	4.2
Northwest Territories	430	-17.3	8.3	0.0	9.5	4.4	1.1	-5.7	339	-1.3	2.4	-2.5	1.3	-18.0	5.1	4.1
Yukon	230	53.3	-16.7	20.0	9.6	-3.0	8.3	2.0	354	13.2	5.8	-11.5	0.6	34.4	-33.3	47.1
Sex																
Men	9,030	8.0	9.0	-4.5	7.9	3.9	-3.9	3.4	362	2.0	1.5	-3.0	25.3	9.7	9.8	2.0
Women	159,990	0.7	1.3	-1.9	9.1	0.0	-0.4	-3.0	290	2.6	0.8	-2.6	439.6	1.6	1.4	-2.2
Age																
Under 25	24,050	-0.2	8.4	18.0	8.8	0.0	-0.5	-3.7	200	3.8	3.9	-5.2	44.4	4.0	15.1	6.1
25 and over	144,970	1.3	0.6	-4.6	9.1	0.1	-0.7	-2.4	309	2.4	1.0	-1.5	420.5	1.8	0.6	-2.7
NATIONAL	**169,020**	**1.1**	**1.6**	**-2.0**	**9.1**	**0.0**	**-0.7**	**-2.8**	**294**	**2.6**	**0.9**	**-2.7**	**464.8**	**2.0**	**1.8**	**-2.0**

Source: EI Administrative Data
1. Includes claims on which at least $1 of parental benefits (biological) was paid.
2. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.

Parental Benefits (Adoptive)

	New Claims[1]				Average Number of Weeks Paid				Average Weekly Benefit				Amount Paid			
	1999/2000	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($M)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98
Province/Territory[2]																
Newfoundland/Labrador	20	100.0	0.0	0.0	12.5	25.0	-33.3	36.4	249	-9.8	-33.2	-7.2	0.06	58.0	-19.3	9.8
Prince Edward Island	0	-100.0	-66.7	200.0	N/A	-100.0	60.8	-6.7	N/A	-100.0	-29.7	29.2	0.00	-100.0	-56.5	1035.2
Nova Scotia	30	0.0	50.0	0.0	11.7	13.6	-17.4	108.3	313	-24.2	28.1	-13.4	0.17	125.4	-26.9	105.6
New Brunswick	20	-50.0	-50.0	100.0	12.0	1.7	11.9	2.4	348	-4.5	25.4	14.3	0.12	-27.0	-20.6	52.2
Quebec	540	12.5	23.1	-40.0	11.4	-9.5	9.0	3.0	354	2.4	1.4	-3.5	2.17	9.4	12.7	-22.1
Ontario	470	-20.3	37.2	19.4	12.0	6.2	-4.6	0.9	379	6.3	-0.4	3.6	2.36	12.2	18.7	15.4
Manitoba	100	-33.3	36.4	120.0	10.3	0.0	2.4	0.9	314	13.9	9.4	-30.0	0.43	-3.5	71.8	21.4
Saskatchewan	40	300.0	-80.0	66.7	12.0	20.0	-9.1	0.0	398	-3.6	60.1	-21.5	0.19	290.1	-80.8	85.6
Alberta	180	-10.0	122.2	-18.2	10.2	2.0	-2.2	3.4	352	5.8	18.0	-13.0	0.64	6.6	84.4	-11.8
British Columbia	140	-41.7	84.6	-40.9	9.9	1.0	-17.9	29.8	319	-10.8	-7.3	15.2	0.46	-50.4	110.1	-32.3
Northwest Territories	60	-60.0	N/C	-100.0	8.5	-13.3	N/C	-100.0	313	0.2	N/C	-100.0	0.16	-60.2	445.6	-49.1
Yukon	0	0.0	0.0	0.0	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	0.00	N/A	N/A	N/A
Sex																
Men	190	-17.4	53.3	-34.8	8.9	8.5	-4.4	-11.7	373	1.4	-1.5	-3.7	0.46	-36.2	34.8	-22.7
Women	1,410	-16.1	41.2	-9.8	11.5	0.0	-2.0	7.2	350	3.5	3.1	-2.5	6.31	3.2	27.2	-1.3
Age																
Under 25	20	100.0	0.0	-66.7	7.0	75.0	-60.0	0.0	228	-44.8	105.5	-34.2	0.03	N/C	-100.0	-55.5
25 and over	1,580	-16.8	42.9	-12.5	11.2	0.6	-2.9	5.6	354	3.8	2.1	-3.1	6.74	-1.4	28.8	-3.3
NATIONAL	**1,600**	**-16.2**	**42.5**	**-13.5**	**11.2**	**0.9**	**-2.5**	**5.8**	**353**	**3.2**	**2.6**	**-3.2**	**6.77**	**-1.0**	**28.0**	**-3.9**

Source: EI Administrative Data
N/A = not applicable
N/C = not calculated
1. Includes claims on which at least $1 of parental benefits (adoptive) was paid.
2. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.

Sickness Benefits

	New Claims[1]				Average Number of Weeks Paid				Average Weekly Benefit				Amount Paid			
	1999/2000	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98	1999/2000 ($M)	Percentage Change 1998/99 1999/00	1997/98 1998/99	1995/96 1997/98
Province/Territory[2]																
Newfoundland/Labrador	5,010	-4.9	26.4	5.8	8.0	-3.6	6.7	-12.1	237	-4.0	4.3	-5.1	9.8	-9.4	41.2	-6.6
Prince Edward Island	1,900	22.6	-1.9	12.1	7.7	6.9	-11.2	-5.5	236	-3.4	8.2	-3.5	3.4	27.8	-12.7	13.2
Nova Scotia	9,550	4.5	9.6	-4.8	8.7	1.2	-4.3	1.9	244	2.4	2.2	-0.2	19.2	2.8	3.9	2.7
New Brunswick	11,540	11.7	11.3	4.3	8.5	0.0	0.4	2.6	241	0.4	3.5	-3.5	24.1	11.7	16.4	8.0
Quebec	68,560	13.8	9.9	0.4	8.6	1.2	1.6	0.7	254	0.7	2.4	1.0	149.3	14.3	17.3	9.2
Ontario	69,570	1.8	8.0	-4.7	9.4	2.2	-1.9	0.9	272	1.1	2.3	-1.4	176.3	4.6	8.7	-0.8
Manitoba	7,600	-1.0	15.0	-5.2	9.2	2.2	-0.6	-1.0	243	2.4	-0.8	-0.5	17.1	5.6	4.9	2.3
Saskatchewan	5,120	-5.5	8.8	1.2	8.7	-3.3	2.5	-2.3	242	0.8	3.3	-2.3	11.1	-3.4	14.4	5.2
Alberta	19,530	4.1	6.9	10.7	9.5	2.2	-1.8	1.0	255	-0.8	4.8	1.0	46.6	4.5	15.3	12.7
British Columbia	34,230	4.2	3.8	-7.5	9.3	1.1	0.5	0.0	274	1.7	0.7	-1.2	85.8	4.8	4.0	0.3
Northwest Territories	240	-11.1	-20.6	13.3	9.1	9.6	-12.6	25.0	344	-0.4	16.0	-9.4	0.6	-21.2	-9.2	2.2
Yukon	280	86.7	-16.7	-5.3	8.9	15.6	-4.8	5.6	321	2.9	3.0	-8.4	0.7	107.4	-9.7	-22.6
Sex																
Men	93,310	4.4	8.4	-3.7	8.9	1.1	-1.0	0.9	303	0.3	1.4	-0.7	254.7	5.6	11.6	3.3
Women	139,820	7.0	8.5	-0.4	9.1	1.1	-0.1	-0.2	232	1.4	3.0	0.1	289.4	8.4	10.5	3.5
Age																
Under 25	25,020	9.7	5.4	3.0	7.6	2.7	-2.3	1.2	198	1.1	4.7	-1.6	38.0	15.8	8.5	6.8
25 to 44	126,310	6.0	7.7	-2.0	8.7	1.2	0.1	1.1	266	0.9	2.1	-0.6	287.8	6.4	11.3	4.4
45 to 54	52,320	5.8	11.2	-1.5	9.6	2.1	-2.5	0.2	274	1.2	1.4	1.0	136.5	8.4	9.5	5.0
55 and over	29,480	3.1	9.7	-4.8	10.4	-1.0	1.3	-1.7	267	-0.2	2.1	-1.1	81.9	3.5	13.7	-3.5
NATIONAL	**233,130**	**6.0**	**8.5**	**-1.8**	**9.0**	**1.1**	**-0.4**	**0.3**	**260**	**0.7**	**2.3**	**-0.5**	**544.1**	**7.1**	**11.0**	**3.4**

Source: EI Administrative Data
1. Includes claims on which at least $1 of sickness benefits was paid.
2. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.

Family Supplement[1]

	New claims[2] with Supplement	% of all claims with Supplement	Average weekly top-up ($)	Average weekly benefit ($)	Amount Paid				
					Amount Paid ($000)	Share of total amount paid %	% Change 1998/99 1999/00	% Change 1997/98 1998/99	% Change 1995/96 1997/98
Province/Territory[3]									
Newfoundland/Labrador	11,130	13.1	43	262	12,760	7.9	20.9	62.5	18.1
Prince Edward Island	3,160	13.6	47	238	3,405	2.1	14.0	49.5	-7.3
Nova Scotia	10,790	12.8	44	246	9,183	5.7	16.9	33.7	-3.7
New Brunswick	12,710	13.7	45	248	11,963	7.4	11.2	50.6	7.9
Quebec	59,400	10.9	43	254	50,236	31.2	13.8	35.7	-9.1
Ontario	46,140	10.4	41	255	32,678	20.3	3.5	30.8	-10.9
Manitoba	7,780	14.3	47	257	6,654	4.1	1.9	63.4	-2.1
Saskatchewan	5,830	13.4	46	255	4,855	3.0	5.1	45.3	13.7
Alberta	14,330	11.2	42	239	10,457	6.5	7.3	41.9	-13.4
British Columbia	23,290	11.2	41	263	18,232	11.3	6.3	41.6	18.5
Northwest Territories	520	14.2	37	311	532	0.3	10.9	54.6	84.1
Yukon	250	9.1	42	348	253	0.2	32.1	18.7	72.8
Sex									
Men	67,170	7.3	45	302	60,180	37.3	2.7	49.2	54.8
Women	128,160	16.1	42	229	101,027	62.7	14.8	34.3	-21.2
Age									
Under 25	25,310	11.0	37	206	17,160	10.6	13.7	52.2	-4.5
25 to 44	148,110	14.7	44	261	128,311	79.6	10.1	39.8	-0.8
45 to 54	19,810	6.2	38	265	14,283	8.9	5.9	31.5	-13.6
55 and over	2,100	1.3	39	274	1,452	0.9	0.4	15.2	-43.2
EI History[4]									
First-Time Claimants	83,680	13.2	41	232	64,240	39.8	18.8	52.1	-5.5
Occasional Claimants	63,120	12.2	43	256	52,251	32.4	7.1	29.7	-12.0
Frequent Claimants	48,530	8.6	47	291	44,716	27.7	2.3	38.3	12.2
NATIONAL	**195,330**	**11.4**	**43**	**254**	**161,207**	**100.0**	**10.0**	**39.9**	**-3.4**

Source: EI Administrative Data

1. Includes all claim types (regular, fishing, and special).
2. Includes claims on which at least $1 of EI benefits was paid.
3. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.
4. First-time claimants are defined as individuals who did not have a claim in the five years prior to their current claim. Occasional claimants are defined as individuals who have had fewer than three active claims in the five years prior to their current claim. Frequent claimants are defined as individuals who have had three or more active claims in the five years prior to their current claim.

Working While on Claim[1]

	New claims			Percentage Change		As % of new regular claims		
	1998/99[2]	1997/98	1996/97	1997/98 - 1998/99	1996/97 -1997/98	1998/99	1997/98	1996/97
Province/Territory[3]								
Newfoundland/Labrador	52,020	48,360	48,540	7.6	-0.4	71.7	71.8	69.3
Prince Edward Island	13,810	13,400	12,840	3.1	4.4	66.9	65.5	62.5
Nova Scotia	46,810	47,900	50,100	-2.3	-4.4	65.6	66.7	66.1
New Brunswick	58,790	58,820	58,610	-0.1	0.4	70.0	70.0	65.5
Quebec	296,140	316,310	345,080	-6.4	-8.3	60.2	60.6	63.4
Ontario	173,950	183,420	209,140	-5.2	-12.3	46.7	47.4	48.5
Manitoba	20,610	20,450	22,230	0.8	-8.0	46.2	47.5	49.1
Saskatchewan	19,700	17,230	18,840	14.3	-8.5	51.4	51.4	53.1
Alberta	57,720	47,060	55,650	22.7	-15.4	49.2	49.9	53.8
British Columbia	104,780	109,120	111,220	-4.0	-1.9	55.6	56.4	56.8
Northwest Territories	1,630	1,490	1,710	9.4	-12.9	55.1	58.0	59.4
Yukon	1,350	1,630	1,500	-17.2	8.7	53.1	55.8	54.7
Sex								
Men	518,930	525,430	548,760	-1.2	-4.3	56.7	58.1	58.4
Women	328,380	339,760	386,700	-3.3	-12.1	55.4	55.0	57.1
Age								
Under 25	107,780	108,390	122,780	-0.6	-11.7	54.1	56.2	57.7
25 to 44	499,250	524,010	573,990	-4.7	-8.7	57.4	59.4	60.0
45 to 54	177,500	175,350	177,550	1.2	-1.2	59.8	58.7	59.6
55 and over	62,780	57,440	61,140	9.3	-6.1	44.3	38.7	40.9
Benefit Levels								
Less than $50	780	1,080	380	-27.8	184.2	48.8	48.0	48.1
$50 - $100	15,300	22,570	24,240	-32.2	-6.9	52.0	52.8	53.2
$101 - $150	73,890	87,040	94,360	-15.1	-7.8	53.8	55.0	55.2
$151 - $200	122,810	127,900	137,020	-4.0	-6.7	53.4	54.9	55.3
Greater than $201	634,530	626,600	679,460	1.3	-7.8	57.2	57.7	59.0
NATIONAL	**847,310**	**865,190**	**935,460**	**-2.1**	**-7.5**	**56.2**	**56.8**	**57.9**

Source: EI Administrative Data

1. This analysis includes claimants who worked while on claim and still received some benefits for those weeks, as well as claimants who received earnings high enough to reduce their benefits to zero for some weeks.
2. Given that some claims straddle two fiscal years, the most recent year for this analysis is for claims established in 1998/99.
3. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.

2.15

Benefit Repayment Provision

	People who repaid benefits			Amount Repaid		
	1998	% Change 1997 - 1998[1]	% Change 1996 - 1997[1]	1998 ($M)	% Change 1997 - 1998[1]	% Change 1996 - 1997[1]
Province/Territory[2]						
Newfoundland/Labrador	3,364	57.5	-34.6	5.4	106.4	-22.8
Prince Edward Island	790	89.4	-29.8	2.0	143.1	32.3
Nova Scotia	4,884	77.7	4.3	8.5	143.7	-3.0
New Brunswick	2,615	80.5	-18.2	3.8	132.3	-22.5
Quebec	26,732	67.4	2.7	31.2	108.6	-0.4
Ontario	43,772	41.6	0.9	38.1	47.8	11.2
Manitoba	1,815	30.9	15.8	2.0	67.3	4.0
Saskatchewan	2,088	29.1	22.3	2.2	79.1	1.3
Alberta	10,803	29.6	16.3	11.3	75.8	1.8
British Columbia	17,711	25.4	-1.7	18.3	58.9	-5.0
Northwest Territories	487	30.9	-0.8	0.6	63.5	-2.4
Yukon	300	12.8	0.0	0.4	61.0	1.3
NATIONAL[3]	**115,368**	**44.7**	**0.7**	**123.9**	**76.1**	**1.4**

Source: Benefit Repayment Administrative File (September 2000).
1. Figures for 1996 and 1997 were revised due to updates in data files.
2. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.
3. Provincial figures do not add to the national total because non-residents are included.

Claims Affected by the Intensity Rule

	Regular and fishing claims affected by the Intensity Rule												Savings as a result of the Intensity Rule[1]		
	Number of claims affected			Average weekly benefit			Percentage distribution			% of regular & fishing claims			Total savings ($000)		
	1999/2000	% change 1998/99 1999/00	% change 1997/98 1998/99	1999/2000	% change 1998/99 1999/00	% change 1997/98 1998/99	1999/00	1998/99	1997/98	1999/00	1998/99	1997/98	1999/2000	% change 1998/99 1999/00	% change 1997/98 1998/99
Province/Territory[2]															
Newfoundland/Labrador	55,390	11.4	36.5	285	1.7	-1.4	9.1	9.3	11.4	69.0	60.2	47.8	19,816	59.4	127.3
Prince Edward Island	15,120	0.9	31.4	268	2.2	0.2	2.5	2.8	4.0	71.0	66.5	51.1	5,210	55.7	128.1
Nova Scotia	43,330	10.8	52.8	279	0.6	3.6	7.1	7.3	8.0	58.8	51.8	32.8	11,380	51.6	139.8
New Brunswick	52,550	3.8	36.3	273	1.4	-0.6	8.7	9.5	11.7	63.5	58.7	43.2	15,577	51.6	112.9
Quebec	226,840	12.7	58.9	285	0.3	0.4	37.4	37.8	39.8	48.2	41.4	24.6	44,324	36.3	116.4
Ontario	100,200	18.1	104.0	312	1.6	1.9	16.5	15.9	13.1	31.4	23.1	11.0	14,659	43.3	135.9
Manitoba	13,720	28.5	159.2	292	-2.0	6.4	2.3	2.0	1.3	33.3	24.0	9.7	2,116	60.6	223.6
Saskatchewan	11,380	24.2	199.3	309	0.5	5.2	1.9	1.7	1.0	33.5	24.0	9.3	2,026	64.4	286.7
Alberta	24,390	29.0	201.9	325	-1.5	5.1	4.0	3.5	2.0	25.8	16.3	6.8	3,285	48.0	272.1
British Columbia	60,880	18.2	107.0	307	-0.4	2.0	10.0	9.7	7.8	37.1	27.1	12.8	9,603	34.5	161.7
Northwest Territories	1,050	45.8	24.1	341	0.4	1.4	0.2	0.1	0.2	35.9	24.3	23.0	298	0.2	83.0
Yukon	1,240	12.7	66.7	359	0.9	3.6	0.2	0.2	0.2	53.5	43.7	23.2	347	0.3	38.9
Sex															
Men	417,790	11.0	65.8	322	0.4	1.4	68.9	70.7	71.3	50.4	40.5	24.8	100,563	47.0	127.3
Women	188,300	20.6	71.0	226	5.1	4.8	31.1	29.3	28.7	33.7	26.7	15.0	28,080	55.0	129.6
Age															
Under 25	42,380	3.6	54.5	258	3.6	4.0	7.0	7.7	10.4	23.6	20.7	14.1	6,807	32.4	101.2
25 to 44	331,900	11.9	65.7	298	1.1	2.2	54.8	55.7	54.2	42.4	34.0	20.5	70,224	44.2	124.8
45 to 54	150,550	18.4	73.6	294	0.0	1.0	24.8	23.9	23.0	52.7	42.4	24.4	32,828	53.5	133.3
55 and over	81,260	19.6	71.3	285	-0.2	1.1	13.4	21.8	12.5	58.1	47.2	26.5	18,784	57.6	140.3
EI History															
Frequent Claimants[3]	436,430	9.7	61.7	304	0.5	2.1	72.0	74.7	77.3	80.1	66.1	38.6	107,400	49.6	128.4
All other Claimants	169,660	25.8	86.3	263	3.8	3.9	28.0	25.3	22.7	20.1	14.8	8.1	21,243	36.6	118.6
NATIONAL	**606,090**	**13.8**	**67.3**	**292**	**0.9**	**2.0**	**100.0**	**100.0**	**100.0**	**43.7**	**35.2**	**20.9**	**128,643**	**48.4**	**125.8**

Source: EI Administrative Data
1. Estimated reduction in benefits paid to new claims initiated in 1999/00.
2. The territory of Nunavut was created on April 1, 1999. Data for Nunavut are included in the Northwest Territories data.
3. Frequent claimants are defined as individuals who have had three or more active claims in the five years prior to their current claim.

ANNEX 3

Employment Benefits & Support Measures Data Tables

3.1 Overview of Labour Market Development Agreements

3.2 EBSM Client Profile

3.3 Clients Served by Client Types

3.4 New Interventions

3.5 EBSM Part I - Final Expenditures

3.6 EBSM Part II - Final Expenditures

3.7 EI Part II Pan-Canadian - Final Expenditures

3.8 Average Cost per Intervention

3.9 Returns to Employment & Unpaid Benefits Indicators

3.10 EBSM Designated Member - Women

3.11 EBSM Designated Member - Persons with Disabilities

3.12 EBSM Designated Member - Aboriginal Peoples

3.13 EBSM Designated Member - Visible Minorities

Overview of Labour Market Development Agreements

Federal/Provincial/Territorial

Province/Territory	Type of Agreement[1]	Signature Date	Implementation Date	Allocation ($000)[2]		
				2000/2001	1999/2000	1998/1999
Newfoundland	Co-management	March 24, 1997	March 24, 1997	126,151	116,160	106,382
Prince Edward Island	Co-management	April 26, 1997	April 26, 1997	24,516	22,788	20,985
Nova Scotia	Co-management	April 24, 1997	November 1, 1997	79,916	75,830	71,427
New Brunswick	Transfer	December 13, 1996	April 1, 1997	89,991	83,956	78,031
Quebec	Transfer agreement-in-principle	April 1, 1997				
	Implementation agreement	November 28, 1997	April 1, 1998	594,424	561,145	527,596
Ontario	Negotiations paused	N/A	N/A	537,695	520,000	499,700
Manitoba	Transfer	April 17, 1997	November 27, 1997	49,867	49,351	48,660
Saskatchewan	Transfer	February 6, 1998	January 1, 1999	38,488	37,133	36,132
Alberta	Transfer	December 6, 1996	November 1, 1997	112,661	109,221	106,488
British Columbia	Co-management (commitment to negotiate transfer included in agreement)	April 25, 1997	April 25, 1997	287,023	266,014	247,035
Northwest Territories	Transfer	February 27, 1998	October 1, 1998	3,267	4,812	4,427
Nunavut	Transfer	May 11, 2000	Effective April 1, 2000	2,008	Included in NWT	Included in NWT
Yukon	Co-management	January 24, 1998	February 1998	3,993	3,535	3,166

1. Provinces or territories with transfer agreements assume responsibility for the design and delivery of active employment measures funded through the EI program. Transfer agreements also include functions of the National Employment Service that may differ from one agreement to the next. In co-management agreements the Government of Canada and each provincial/territorial government jointly assume responsibility for the planning, design, and evaluation of active employment measures, while HRDC continues to deliver programs and services through its service delivery network.
2. This chart does not include funds that are transferred to cover administration costs.

3.2

EBSM Client Profile

1999/2000

Clients Served (%)	
Gender	
Men	55.8%
Women	44.2%
Age	
15 to 19	4.1%
20 to 24	15.9%
25 to 29	15.7%
30 to 44	41.9%
45+	21.5%

EI Clients Served	
Active Claimants	80.7%
Former Claimants	19.3%

Client to Participant Ratio	
Clients	481,282
Interventions	645,839
Ratio	1.34

Designated Group	Intervention Participation Rate
Women	44.2%
Aboriginal Peoples	4.3%
Persons with Disabilities	2.0%
Visible Minorities	3.8%

Participation in Interventions as a % of Total	
Targeted Wage Subsidies	4.0%
Self-Employment	2.3%
Job Creation Partnerships	2.9%
Skills Development	21.3%
Training Purchases	2.1%
Project-Based Training	0.2%
Employment Assistance	42.9%
Group Services	14.7%
Individual Counseling	6.3%
Supplément de retour au travail[1]	1.8%
Pan-Canadian	1.5%
Total	100.0%

Regional EBSM participation as a % of Total	
Newfoundland	3.9%
Prince Edward Island	0.9%
Nova Scotia	3.7%
New Brunswick	3.6%
Quebec	18.3%
Ontario	28.2%
Manitoba	4.5%
Saskatchewan	1.4%
Alberta	21.0%
British Columbia	14.4%
Northwest Territories[2]	N/A
Yukon	0.1%
Canada	100.0%

Source: Client Data Set
1 Intervention available in Quebec only.
2. Data for the Northwest Territories and Nunavut (included with NWT data for 1999/00) is not available as a result of data exchange issues.
N/A = Not applicable

Clients Served by Client Types

1999/2000

	EI Claimants Served Targets	EI Clients Served			Non-Insured Clients Served	Total Clients Served
		Active Claimants[3]	Former Claimants	Total		
Newfoundland	13,665	11,291	3,255	14,546	3,493	18,039
Prince Edward Island	N/A	3,408	411	3,819	516	4,335
Nova Scotia	19,000	11,483	3,828	15,311	2,207	17,518
New Brunswick	65%	13,480	2,048	15,528	3,070	18,598
Quebec[1]	100,000	60,086	26,099	86,785	4,255	91,040
Ontario	N/A	123,366	10,678	134,044	19,350	153,394
Manitoba	65%	11,169	2,210	13,379	7,287	20,666
Saskatchewan	7,700	4,515	777	5,292	1,727	7,019
Alberta	25,676	32,026	12,243	44,269	37,519	81,788
British Columbia	N/A	35,535	11,720	47,255	20,932	68,187
Northwest Territories[2]	65%	N/A	N/A	N/A	N/A	N/A
Yukon	455	324	109	433	265	698
Canada	**N/A**	**307,283[4]**	**73,378**	**380,661**	**100,621**	**481,282**

Source: Results Data Set
1. Quebec's LMDA has a commitment in terms of EI clients served (100,000), with a focus on active claimants.
2. Data for the Northwest Territories (NWT) and Nunavut (included with NWT data for 1999/00) is not available as a result of data exchange issues.
3. Success indicator refers to the number of current Part I claimants accessing EBSMs.
4. An under-estimation has been noted for Group Services.
N/A = Not applicable

New Interventions[1]

1999/2000

	Nfld.	P.E.I.	N.S.	N.B.[7]	Que.[8]	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.[9]	Yuk.	Canada
Long-Term Interventions													
Targeted Wage Subsidies	1,282	647	978	2,966	8,787	6,999	674	372	829	2,547	N/C	15	**26,096**
Self-Employment	344	149	726	248	2,900	5,073	487	102	1,216	3,170	N/C	123	**14,538**
Job Creation Partnerships	4,714	198	952	2,905	1,970	2,569	1,141	382	1,958	1,758	N/A	44	**18,591**
Skills Development	9,139	2,435	7,135	7,254	36,939	30,750	5,575	4,390	14,294	19,732	N/C	226	**137,869**
Training Purchases[2]	365	180	1,177	74	2,228	4,701	191	400	1,235	2,896	N/C	19	**13,466**
Project-Based Training[2]	60	5	36	22	857	222	122	6	66	134	N/A	0	**1,530**
Total LT Interventions	**15,904**	**3,614**	**11,004**	**13,469**	**53,681**	**50,314**	**8,190**	**5,652**	**19,598**	**30,237**	**N/C**	**427**	**212,090**
Short-Term Interventions													
Employment Assistance[3]	230	724	3,975	2,237	39,806	48,561	11,358	527	114,509	54,664	N/C	306	**276,897**
Group Services[4]	916	294	5,095	598	6,329	72,368	2,584	1,596	0	4,854	N/A	11	**94,645**
Individual Counselling	6,138	1,439	3,020	6,753	5,593	9,623	6,433	29	0	1,357	N/A	2	**40,387**
Supplément de retour au travail[5]	N/A	N/A	N/A	N/A	11,869	N/A	N/A	N/A	N/A	N/A	N/A	N/A	**11,869**
Total ST Interventions	**7,284**	**2,457**	**12,090**	**9,588**	**63,597**	**130,552**	**20,375**	**2,152**	**114,509**	**60,875**	**N/A**	**319**	**423,798**
Pan-Canadian[6]	**1,991**	**9**	**671**	**140**	**637**	**1,490**	**400**	**959**	**1,485**	**2,081**	**N/A**	**88**	**9,951**
Grand Total - EBSM	**25,179**	**6,080**	**23,765**	**23,197**	**117,915**	**182,356**	**28,965**	**8,763**	**135,592**	**93,193**	**N/A**	**834**	**645,839**

Source: Client Data Set
1. Interventions refer to new start participants between April 1, 1999 and March 31, 2000.
2. Program was phased out June 30, 1999.
3. Employment Assistance Services (EAS) is tracked differently across jurisdictions. In some instances intervention data is not captured in a manner that is consistent with the methodology used at National Headquarters for counting interventions. This results in inaccurate intervention counts for EAS interventions.
4. An under-estimation has been noted for Group Services.
5. Available only in Quebec.
6. Aboriginal Human Resources Development Strategy is included with pan-Canadian for this table.
7. Data pertaining to Targeted Wage Subsidies and Self-Employment is under-reported for NB as a result of data exchange issues.
8. Due to a change in systems approximately 2,600 interventions are recorded although they started in 1998/99.
9. Data for the Northwest Territories (NWT) and Nunavut (included with NWT data for 1999/00) is not available as a result of data exchange issues.
N/A = Not applicable, N/C = Not calculated

EBSM Part I - Final Expenditures

In ($000) / By Intervention - 1999/2000

	Nfld.	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.[3]	Yuk.	Canada
Self-Employment	1,006	382	2,416	1,924	12,071	16,719	2,271	722	5,587	7,771	323	175	51,367
Job Creation Partnerships	4,667	382	1,437	638	3,190	5,303	2,126	12	139	2,628	0	106	20,628
Skills Development	19,275	7,340	14,288	19,953	74,734	70,510	15,259	10,166	34,594	38,262	1,637	731	306,749
Training Purchases[1]	1,042	300	1,017	9	5,099	7,724	539	1,184	8,266	2,778	203	76	28,237
Project-Based Training[1]	65	26	0	0	1,808	1,074	348	136	414	597	0	0	4,468
Others[2]	0	16	256	0	3	423	1	128	0	223	0	43	1,093
TOTAL	**26,055**	**8,446**	**19,414**	**22,524**	**96,905**	**101,753**	**20,544**	**12,348**	**49,000**	**52,259**	**2,163**	**1,131**	**412,542**

Source: Financial Information System
1. Interventions phased out as of June 30, 1999.
2. Others include Coordinating Groups ($0.939M), Labour Market Boards ($0.111M) and Canadian Steel Trade and Employment Congress Feepayers ($0.043M).
3. For 1999/00, Nunavut data is included with that of the Northwest Territories (NWT).

EBSM Part II - Final Expenditures

In ($000) / By Intervention - 1999/2000

	Nfld.	P.E.I.	N.S.	N.B.	Que.[3]	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.[4]	Yuk.	NHQ	Canada
Long-Term Interventions														
Targeted Wage Subsidies	6,545	2,326	3,498	16,646	61,908	37,250	2,046	2,965	3,010	9,805	611	101	0	146,711
Self-Employment	3,384	903	6,062	3,804	29,801	45,872	3,665	276	6,278	26,861	396	596	0	127,898
Job Creation Partnerships	22,253	966	4,414	7,230	10,198	26,407	5,959	15	10,705	12,309	0	144	185	100,785
Skills Development	55,797	12,345	30,930	33,453	229,208	140,122	14,753	22,945	55,878	85,310	2,210	985	0	683,936
Training Purchases	5,714	1,084	5,751	0	41,728	22,092	5,258	618	2	5,908	4	129	0	88,288
Project-Based Training	66	108	0	0	35,434	3,587	914	642	0	3,091	0	0	0	43,842
Total LT Interventions	**93,759**	**17,732**	**50,655**	**61,133**	**408,277**	**275,330**	**32,595**	**27,461**	**75,873**	**143,284**	**3,221**	**1,955**	**185**	**1,191,460**
Short-Term Interventions														
Employment Assistance	8,477	1,524	8,655	7,840	72,577	138,517	8,917	1,578	30,782	84,897	271	1,134	0	365,169
Supplément de retour au travail	0	0	0	0	5,649	0	0	0	0	0	0	0	0	5,649
Total ST Interventions	**8,477**	**1,524**	**8,655**	**7,840**	**78,226**	**138,517**	**8,917**	**1,578**	**30,782**	**84,897**	**271**	**1,134**	**0**	**370,818**
Other														
LMA* Administration Costs[1]	0	0	0	10,356	56,760	0	5,743	9,020	10,981	0	1,918	0	0	94,778
Labour Market Partnerships	12,526	3,510	11,568	1,256	74,674	72,921	6,102	6,618	2,572	12,082	539	311	0	204,679
Research & Innovations	0	0	0	13,678	0	0	1,843	1,474	0	0	0	0	0	16,995
Adjustment to Balance[2]	250	16	53	29	(200)	(560)	54	(206)	195	(897)	668	0	0	(598)
Total Other	**12,776**	**3,526**	**11,621**	**25,319**	**131,234**	**72,361**	**13,742**	**16,906**	**13,748**	**11,185**	**3,125**	**311**	**0**	**315,854**
TOTAL	**115,012**	**22,782**	**70,931**	**94,292**	**617,737**	**486,208**	**55,254**	**45,945**	**120,403**	**239,366**	**6,617**	**3,400**	**185**	**1,878,132**

Source: Financial Information System and Provincial Audited Statements
*Labour Market Agreement
1. Administration costs include $85,578 (salary & non-salary) to administer LMAs, $6,766 (agreement to develop provincial capacity required for Labour Market Development Agreement implementation), $154 (staff reorganization) and $2,280 for rent.
2. Accrual adjustments take into consideration accrual balances at the beginning of the year and at year-end.
3. An expenditure of $16.56M for Labour Market Partnerships is under review.
4. For 1999/00, Nunavut data is included with that of the Northwest Territories (NWT).

EI Part II Pan-Canadian - Final Expenditures

In ($000) / By Intervention - 1999/2000

	Nfld.	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.[2]	Yuk.	NHQ	Canada
Training Purchases	**0**	**0**	**25**	**0**	**0**	**3**	**0**	**70**	**0**	**0**	**0**	**0**	**0**	**98**
Aboriginal Human Resource Development Strategy	**1,921**	**190**	**1,969**	**1,400**	**6,634**	**22,902**	**9,662**	**10,501**	**11,075**	**13,170**	**4,658**	**1,020**	**818**	**85,920**
EBSM														
Targeted Wage Subsidies	45	0	130	0	144	0	0	0	0	0	0	0	54	373
Self-Employment	27	2	42	0	14	0	0	0	0	0	0	0	0	85
Job Creation Partnerships	3,706	0	488	0	502	397	0	0	0	129	0	0	0	5,222
Skills Development	461	37	1,109	0	428	0	8	1	0	27	0	0	0	2,071
Employment Assistance	1,414	0	1,662	84	255	1,788	690	0	0	1,288	0	0	689	7,870
Total EBSM	**5,653**	**39**	**3,431**	**84**	**1,343**	**2,185**	**698**	**1**	**0**	**1,444**	**0**	**0**	**743**	**15,621**
Other														
Project-Based Training	0	0	0	0	0	0	8	0	0	0	0	0	0	8
CSTEC	0	0	0	0	8	0	0	0	0	0	0	0	0	8
Local Labour Market Board	1,990	277	2,479	712	3,099	4,232	841	468	587	1,875	243	133	0	16,936
Ntl. Labour Market Partnership	318	39	537	4	982	5,424	0	149	249	67	30	0	57,542	65,341
Research and Innovations	8	0	0	15	0	0	97	0	0	0	0	0	10,293	10,413
Others[1]	0	0	0	0	2,567	0	58	0	45	0	0	0	57	2,727
Total Other	**2,316**	**316**	**3,016**	**731**	**6,656**	**9,656**	**1,004**	**617**	**881**	**1,942**	**273**	**133**	**67,892**	**95,433**
Grand Total	**9,890**	**545**	**8,441**	**2,215**	**14,633**	**34,746**	**11,364**	**11,189**	**11,956**	**16,556**	**4,931**	**1,153**	**69,453**	**197,072**

Source: Financial Information System and Provincial Audited Statements
1. Others include Cree Regional Authority ($0.981M), Kativik Regional Government ($1.325M) and Special Projects ($.421M).
2. For 1999/00, Nunavut data is included with that of the Northwest Territories (NWT).

Average Cost per Intervention[1]

1999/2000

EBSM - Part I & II	Nfld.	P.E.I.	N.S.	N.B.[4]	Que.	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.[5]	Yuk.	Canada[6]
Long-Term Interventions													
Targeted Wage Subsidies	5,073	3,595	3,680	5,599	7,062	5,252	3,036	7,564	3,541	3,747	N/C	3,258	**5,559**
Self-Employment	12,766	8,638	11,719	23,097	14,443	12,184	12,164	9,784	9,686	10,806	N/A	6,268	**12,195**
Job Creation Partnerships	6,491	6,808	6,652	2,663	7,051	11,782	7,037	68	5,510	8,269	N/A	5,682	**6,691**
Training Purchases[2]	18,409	7,689	5,593	94	21,018	5,783	27,344	2,883	5,475	2,524	N/C	2,440	**7,699**
Project-Based Training[2]	2,183	26,800	0	0	43,456	17,996	9,937	5,118	2,654	9,505	N/A	0	**23,196**
Skills Development	8,194	8,099	6,490	7,362	8,239	6,847	5,383	7,537	6,271	6,263	N/C	7,593	**7,189**
Total EBSM Part I & II[3]	**7,749**	**7,250**	**6,477**	**6,168**	**9,431**	**7,374**	**6,460**	**6,547**	**6,202**	**6,264**	**N/A**	**5,920**	**7,459**

Source: Client Data Set and Financial Information System

1. Average cost is equal to Part I + Part II + pan-Canadian expenditures divided by the number of interventions (including Aboriginal Human Resources Development Strategy). The National Headquarter's allocation and worksharing are excluded. Since short-term interventions are funded out of program funds and administrative funds it is not appropriate to show average cost. Given the differences in program delivery models from jurisdiction to jurisdiction, the reader should be aware of the limitations in using this table for comparison purposes.
2. The average cost of this intervention has been skewed as a result of carry-over and the June 30, 1999 phase-out of this intervention.
3. Expenditures may reflect carry-over from the previous fiscal year, therefore differences in carry-over amount across regions can result in some variance in average costs. Varying durations of interventions may also have an impact on average costs.
4. The average cost of Targeted Wage Subsidies and Self-Employment interventions has been skewed as a result of under-reporting of interventions resulting from data exchange issues.
5. Data for the Northwest Territories (NWT) and Nunavut (included with NWT data for 1999/00) is not available as a result of data exchange issues.
6. Aboriginal Human Resources Development data is included in this table.

N/A = Not applicable, N/C = Not calculated

Returns to Employment & Unpaid Benefits Indicators

1999/2000

	Clients who returned to employment[1]					Unpaid Benefits ($M)[1]				
	Targets	Results			Results vs. Targets (%)[2]	Targets	Results			Results vs. Targets (%)[2]
		Apprentices	Group Services	Total			Apprentices	Group Services	Total	
Newfoundland	8,133	765	435	9,372	115.23	14.82	4.16	1.67	17.21	116.13
Prince Edward Island	2,224	101	235	3,022	135.88	4.43	0.37	0.79	5.00	112.87
Nova Scotia	11,145	613	1,768	11,994	107.62	33.06	4.01	8.72	28.44	86.03
New Brunswick	6,889	3,146	312	11,684	169.60	15.88	6.75	1.13	20.61	129.79
Quebec	53,222	0	375	56,244	105.68	117.34	0.00	2.34	128.05	109.13
Ontario	69,335	6,745	51,379	114,053	164.50	294.48	46.67	284.88	465.25	158.00
Manitoba	9,486	1,216	1,554	14,153	149.20	26.18	8.21	7.96	28.74	109.78
Saskatchewan	5,175	1,523	222	3,542	68.00	16.45	10.52	1.06	14.40	87.54
Alberta	20,540	7,645	0	25,268	123.02	91.06	57.04	0.00	110.52	121.37
British Columbia	28,536	4,523	4,734	43,309	151.77	132.19	33.28	26.74	118.21	89.42
Northwest Territories[3]	464	8	0	125	26.94	3.80	0.08	0.00	0.49	12.89
Yukon	333	56	8	462	138.74	2.40	0.48	0.06	1.48	61.67
National Headquarters	111	1	0	42	38.00	0.32	0.00	0.00	0.09	90.00
Canada	**215,593**	**26,342**	**61,022**	**293,270**	**136.03**	**752.41**	**171.57**	**335.35**	**938.49**	**124.73**

Source: Results Data Set

1. Includes Aboriginal peoples.
2. Targets vary depending on the type of Labour Market Development Agreement, the date of implementation, and the circumstances around implementation. In addition to this, three different methodologies are available for setting targets. These differences account for the variations seen when comparing actual results to that which was forecasted.
3. For 1999/00, Nunavut data is included with that of the Northwest Territories.

EBSM Designated Member - Women

New Starts by Intervention (%) - 1999/2000

	Nfld.	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.[4]	Yuk.	Canada
Long-Term Interventions													
Targeted Wage Subsidies	49.1	53.2	39.4	63.0	48.1	45.2	40.5	30.9	40.5	38.2	N/C	32.3	**47.2**
Self-Employment	43.6	45.0	38.9	32.3	36.1	47.0	42.0	36.3	43.3	43.7	N/C	54.5	**41.9**
Job Creation Partnerships	32.0	36.4	31.8	53.8	47.0	46.5	31.5	37.3	52.9	43.5	N/A	59.1	**42.6**
Skills Development	31.0	45.3	32.3	46.0	46.0	34.0	30.5	15.5	25.8	33.4	N/C	31.4	**36.1**
Training Purchases	15.3	60.0	26.5	56.3	39.0	31.8	23.6	17.0	18.9	32.4	N/C	42.9	**36.1**
Project-Based Training	63.3	80.0	62.2	36.1	53.1	44.8	38.6	34.2	40.4	44.3	N/A	66.7	**51.1**
Total LT Interventions	**32.8**	**47.0**	**32.8**	**51.2**	**45.7**	**37.3**	**32.1**	**18.9**	**29.7**	**35.5**	**N/C**	**41.6**	**38.5**
Short-Term Interventions													
Employment Assistance	46.4	55.9	56.4	49.9	50.8	50.2	56.3	48.2	47.6	48.3	N/C	26.8	**49.2**
Group Services	45.9	49.0	37.0	47.3	43.8	47.7	40.0	34.3	0.0	43.4	N/A	36.4	**46.2**
Individual Counselling	40.8	49.5	44.1	46.6	45.4	49.5	43.6	37.9	0.0	47.2	N/A	50.0	**45.8**
Supplément de retour au travail[1]	N/A	N/A	N/A	N/A	39.1	N/A	N/A	N/A	N/A	N/A	N/A	N/A	**39.2**
Total ST Interventions	**41.6**	**51.3**	**45.2**	**47.4**	**47.7**	**48.8**	**50.2**	**37.8**	**47.7**	**47.8**	**N/A**	**27.3**	**47.9**
Other EBSM[2]	**31.4**	**33.3**	**30.9**	**34.9**	**56.1**	**39.0**	**41.4**	**48.5**	**41.3**	**33.6**	**N/A**	**100.0**	**37.2**
Grand Total - EBSM[3]	**35.2**	**48.7**	**39.0**	**49.6**	**46.8**	**45.6**	**45.0**	**25.4**	**45.0**	**43.6**	**N/A**	**36.2**	**44.2**

Source: Client Data Set
Participants: Active/Former Claimants/Non-insured
1. Available only in Quebec.
2. Other EBSMs include Canadian Steel Trade and Employment Congress (CSTEC) and Fisheries Restructuring and Adjustment Measures.
3. For designated groups, Aboriginal Human Resources Development Strategy data has been included under benefits and measures.
4. Data for the Northwest Territories (NWT) and Nunavut (included with NWT data for 1999/00) is not available as a result of data exchange issues.
N/A = Not applicable, N/C = Not calculated

EBSM Designated Member - Persons with Disabilities

New Starts by Intervention (%) - 1999/2000

	Nfld.	P.E.I.	N.S.	N.B.	Que.[4]	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.[5]	Yuk.	Canada
Long-Term Interventions													
Targeted Wage Subsidies	2.2	1.7	5.1	0.9	N/C	2.0	3.0	8.4	5.4	2.6	N/C	0.0	**1.6**
Self-Employment	0.9	6.7	4.8	1.6	N/C	1.6	2.5	3.9	1.8	2.3	N/C	1.6	**1.5**
Job Creation Partnerships	2.0	3.5	2.9	1.3	N/C	2.0	2.8	8.6	6.2	1.5	N/A	2.3	**1.8**
Skills Development	2.7	5.4	3.4	0.8	N/C	1.4	2.5	1.0	3.0	2.1	N/C	2.7	**1.6**
Training Purchases[1]	0.3	9.4	2.4	1.0	N/C	1.1	2.4	3.2	1.1	2.0	N/C	1.2	**0.7**
Project-Based Training[1]	0.0	0.0	5.4	0.0	N/C	0.8	10.2	0.0	7.7	2.3	N/A	0.0	**3.8**
Total LT Interventions	**2.3**	**4.9**	**3.5**	**0.9**	**N/C**	**1.5**	**2.7**	**2.2**	**3.2**	**2.1**	**NC**	**1.9**	**1.6**
Short-Term Interventions													
Employment Assistance	12.0	40.9	6.1	3.7	N/C	3.3	7.2	13.4	2.5	2.6	N/C	2.3	**2.6**
Group Services	0.3	2.7	1.2	0.0	N/C	0.3	1.4	1.9	N/A	0.8	N/A	0.0	**0.4**
Individual Counselling	16.3	7.7	5.8	1.1	N/C	3.7	3.9	3.4	N/A	3.5	N/A	0.0	**4.8**
Supplément de retour au travail[2]	N/A	N/A	N/A	N/A	N/C	N/A	N/A	N/A	N/A	N/A	N/A	N/A	**0.0**
Total ST Interventions	**14.2**	**16.9**	**3.9**	**1.6**	**N/C**	**1.7**	**5.4**	**3.9**	**2.5**	**2.5**	**N/A**	**2.2**	**2.3**
Other EBSM[3]	**2.4**	**0.0**	**3.0**	**2.3**	**N/C**	**1.2**	**0.8**	**3.5**	**3.6**	**0.9**	**N/A**	**0.0**	**2.2**
Grand Total - EBSM[4]	**5.8**	**9.7**	**3.7**	**1.2**	**N/C**	**1.6**	**4.6**	**2.7**	**2.6**	**2.4**	**N/A**	**2.0**	**2.0**

Source: Client Data Set
Participants: Active/Former Claimants/Non-insured
1. Program phased out June 30, 1999.
2. Available only in Quebec.
3. Other EBSMs include Canadian Steel Trade and Employment Congress (CSTEC) and Fisheries Restructuring and Adjustment Measures.
4. For designated groups, Aboriginal Human Resources Development Strategy data has been included under benefits and measures.
5. At the time this report was published, these data were under review.
6. Data for the Northwest Territories (NWT) and Nunavut (included with NWT data for 1999/00) is not available as a result of data exchange issues.
N/A = Not applicable, N/C = Not calculated

EBSM Designated Member - Aboriginal Peoples

New Starts by Intervention (%) - 1999/2000

	Nfld.	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.[5]	Yuk.	Canada
Long-Term Interventions													
Targeted Wage Subsidies	3.9	0.0	0.9	3.0	2.3	2.0	9.3	32.4	8.1	4.6	N/C	51.6	**3.4**
Self-Employment	3.2	0.0	0.7	3.2	1.9	2.3	9.8	8.8	3.7	3.6	N/C	12.2	**2.8**
Job Creation Partnerships	2.3	1.5	1.2	2.3	8.2	10.0	25.8	44.6	7.3	8.5	N/A	9.1	**7.4**
Skills Development	3.8	1.4	0.6	0.6	1.5	0.7	10.5	5.7	3.8	3.5	N/C	7.5	**2.4**
Training Purchases[1]	2.5	0.0	3.6	25.0	7.8	9.3	14.2	37.4	20.3	19.6	N/C	81.0	**13.4**
Project-Based Training[1]	3.3	0.0	2.7	38.9	3.9	14.3	22.0	96.1	58.3	66.5	N/A	100.0	**14.1**
Total LT Interventions	**3.3**	**1.0**	**1.0**	**1.8**	**2.3**	**2.5**	**12.8**	**15.6**	**6.0**	**6.5**	**NC**	**24.5**	**4.0**
Short-Term Interventions													
Employment Assistance	1.7	0.7	1.2	1.6	1.1	1.9	8.5	18.9	8.7	3.1	N/C	6.5	**5.0**
Group Services	2.9	0.3	0.3	0.0	0.3	0.4	15.7	8.9	N/A	3.4	N/A	9.1	**1.1**
Individual Counselling	3.9	1.1	0.3	0.5	2.1	0.7	14.2	3.4	N/A	1.9	N/A	0.0	**3.5**
Supplément de retour au travail[2]	N/A	N/A	N/A	N/A	1.4	N/A	N/A	N/A	N/A	N/A	N/A	N/A	**1.4**
Total ST Interventions	**3.7**	**0.9**	**0.6**	**0.7**	**1.2**	**1.0**	**11.2**	**11.3**	**8.7**	**3.1**	**N/A**	**6.6**	**3.9**
Other EBSM[3]	**2.5**	**0.0**	**22.3**	**74.4**	**3.6**	**96.3**	**100.0**	**100.0**	**94.5**	**52.0**	**N/A**	**100.0**	**45.2**
Grand Total - EBSM[4]	**3.4**	**1.0**	**1.3**	**1.5**	**1.7**	**1.5**	**12.7**	**19.8**	**8.8**	**4.7**	**N/A**	**17.7**	**4.3**

Source: Client Data Set
Participants: Active/Former Claimants/Non-insured
1. Program phased out June 30, 1999.
2. Available only in Quebec.
3. Other EBSMs include Canadian Steel Trade and Employment Congress (CSTEC) and Fisheries Restructuring and Adjustment Measures.
4. For designated groups, Aboriginal Human Resources Development Strategy data has been included under benefits and measures.
5. Data for the Northwest Territories (NWT) and Nunavut (included with NWT data for 1999/00) is not available as a result of data exchange issues.
N/A = Not applicable, N/C = Not calculated

EBSM Designated Member - Visible Minorities

New Starts by Intervention (%) - 1999/2000

	Nfld.	P.E.I.	N.S.	N.B.	Que.[4]	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.[5]	Yuk.	Canada
Long-Term Interventions													
Targeted Wage Subsidies	0.2	0.3	1.9	0.3	N/A	4.1	13.2	3.3	9.9	5.8	N/C	6.5	**2.5**
Self-Employment	0.0	0.0	2.1	0.0	N/A	5.5	5.9	2.0	3.6	3.2	N/C	0.8	**2.8**
Job Creation Partnerships	0.0	1.0	3.0	1.4	N/A	2.4	9.2	2.3	7.9	1.9	N/A	2.3	**2.3**
Skills Development	0.1	0.8	1.6	0.2	N/A	5.2	7.6	1.5	4.9	4.5	N/C	1.3	**2.8**
Training Purchases	0.0	1.7	1.6	2.1	N/A	4.1	5.2	0.6	3.6	3.8	N/C	0.0	**2.8**
Project-Based Training	0.0	0.0	2.7	2.8	N/A	8.1	3.9	0.0	1.9	4.4	N/A	0.0	**0.9**
Total LT Interventions	**0.1**	**0.7**	**1.8**	**0.5**	**N/A**	**4.8**	**8.1**	**1.6**	**5.2**	**4.2**	**N/C**	**1.4**	**2.7**
Short-Term Interventions													
Employment Assistance	0.4	1.7	3.3	0.7	N/A	9.7	9.2	6.6	6.6	4.6	N/C	1.3	**5.6**
Group Services	0.0	0.7	1.0	0.2	N/A	1.5	8.6	2.1	N/A	2.6	N/A	0.0	**1.6**
Individual Counselling	0.1	1.2	1.9	0.4	N/A	4.9	7.6	17.2	N/A	12.4	N/A	0.0	**3.0**
Supplément de retour au travail[1]	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	**N/A**
Total ST Interventions	**0.1**	**1.3**	**2.0**	**0.4**	**N/A**	**4.8**	**8.6**	**3.4**	**6.6**	**4.6**	**N/A**	**1.3**	**4.4**
Other EBSM[2]	**0.0**	**0.0**	**0.8**	**7.0**	**15.7**	**6.9**	**1.7**	**0.0**	**2.4**	**6.1**	**N/A**	**0.0**	**2.6**
Grand Total - EBSM[3]	**0.1**	**1.0**	**1.8**	**0.5**	**N/A**	**4.8**	**8.4**	**1.9**	**6.4**	**4.5**	**N/A**	**1.3**	**3.8**

Source: Client Data Set
Participants: Active/Former Claimants/Non-insured
1. Available only in Quebec.
2. Other EBSMs include Canadian Steel Trade and Employment Congress (CSTEC) and Fisheries Restructuring and Adjustment Measures.
3. For designated groups, Aboriginal Human Resources Development Strategy data has been included under benefits and measures.
4. Data unavailable in provincial management system.
5. Data for the Northwest Territories (NWT) and Nunavut (included with NWT data for 1999/00) is not available as a result of data exchange issues.
N/A = Not applicable, N/C = Not calculated